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The WPA Looks Forward

A Statement and a Forecast

HARRY L. HOPKINS

In and Out of School

ADELAIDE NICHOLS BAKER

Sterilization in Practice

PAUL POPENOE

Work Relief and the Workers

HOWARD M. TEAF, JR.

Twilight of Industrial Insurance

LEE K. FRANKEL, JR.

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SURVEY MIDMONTHLY

SURVEY ASSOCIATES, INC.

Publication and Editorial Office:
112 East 19 Street, New York, N. Y.

SURVEY MIDMONTHLY—Monthly—$3 a year

SURVEY GRAPHIC—Monthly—$3 a year

SUBSCRIPTION TO BOTH—$5 a year.

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JUNE 1938 CONTENTS VOL. LXXIV No. 6

Frontispiece 194

The WPA Looks Forward ..... HARRY L. HOPKINS 195

Work Relief and the Workers ..... HOWARD M. TEAF, JR. 199

In and Out of School ..... ADELAIDE NICHOLS BAKER 201

Sterilization in Practice ..... PAUL POPENOE 202

The Twilight of Industrial Life Insurance ... LEE K. FRANKEL, JR. 204

The Common Welfare 206

The Social Front 208

Relief • Youth and Education • Compensation • Old Age Assistance • Insurance • Child Welfare • Against Crime • The Public's Health • The CCC • Professional • People and Things

Readers Write 218

Book Reviews 219

The Pamphlet Shelf 224

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So They Say

• They get the best government who demand it. It pays to scream.—*Raleigh N.C. News and Observer.*

• The first, last and main thing people want and have a right to, is a job.—MARY W. DEWSON, *Social Security Board.*

• There has been too much aspiration in our democracy and not enough fulfillment.—ALVIN JOHNSON, *The New School for Social Research.*

• No successful embargoes can be maintained against the export or import of ideas.—RAYMOND B. FOSDICK, *president, Rockefeller Foundation.*

• Thoughtful dissatisfaction has produced most of the things which are indispensable to civilized life.—ROBERT M. HUTCHINS, *president, University of Chicago.*

• The struggle for freedom of thought and freedom of speech is never completely won and is never even for a generation, completely lost.—EDWARD T. DEVINE *in The Survey, 1916.*

• The latchstring of the thinker's mind is always hanging out although the doorkeeper is on duty. How much happier the lot of him who having once reached a conclusion refuses to open his mind again.—GEORGE E. VINCENT, PH.D. *to the Alumni Council, Amherst College.*

• We are spending faith constantly upon the odds and ends of life, directing it to more spurious and diverse objects than the tongue can tell. The trouble with this generation is that it has used its faculty of faith on the means of living rather than on the meaning of life.—THE REV. HARRY EMERSON FOSDICK, *Riverside Church, New York.*

• The final bulwark against war hysteria is the courageous man, thinking.—JOHN L. TILDSLEY, *New York educator.*

• Little by little new facts become blurred through old glasses fitted to the needs of another generation.—PRESIDENT ROOSEVELT.

• Only a madman could believe that oppression and terrorization could in the long run kill a people's love for its kindred race.—ADOLPH HITLER.

• Those who have turned deaf ears to every plea for cooperation for peace have no right to demand that I support cooperation for war.—NORMAN THOMAS *in The Nation.*

• The commissioners of Emmett County will allow no more bills incident to the birth of babies in families on relief. They utterly refuse to condone carelessness.—*Quoted in The Journal of the American Medical Association.*

• It is not sufficient to eliminate slum dwellings and get people out of the slums. We are still faced with getting the slums and alleys out of the people.—GARNET C. WILKINSON, *assistant superintendent Negro schools, Washington, D.C.*

• Aim at peace alone and you will never achieve it; aim at the rule of law and justice between all nations, direct your efforts to that end, plan your institutions for that purpose, pay the necessary price of submission to law and to reason, and on top of many other blessings you will have peace.—FRANK AYDELOTTE, *president, Swarthmore College.*

• The only problem not acute in Europe is parking space.—EX-PRESIDENT HERBERT HOOVER.

• What do I consider a teacher should be? One who breathes life into knowledge so that it takes new form in progress and civilization.—HELEN KELLER.

• It is not unscientific, as some scientists seem to believe, for even a scientist to make his meaning clear.—ALBERT E. WIGGAM, *New York.*

• What is the opposite of justice? Not injustice. Mercy.—ROBERT FROST *at the New School for Social Research.*

• Words today are weapons. Whether spoken or written they influence public opinion and public policy.—CARL W. ACKERMAN, *dean, Columbia University School of Journalism.*

• Hundred percent patriotism and confidence in Nordic superiority are the two most dangerous ideas in the world today.—HERBERT ADOLPHUS MILLER *in The Survey, June 1923.*

• I shall found a league for the taxation of the sound "uh"—also "ah" and "er"—as used by public speakers. I am confident that a small tax, say a penny an "uh" would quickly pay off the national debt and remove all likelihood of inflation.—HOWARD VINCENT O'BRIEN *in Chicago Daily News.*

• I am for the people of the whole nation doing just as they please in all matters which concern the whole nation; for that of each part doing just as they choose in all matters which concern no other part; and for each individual doing just as he chooses in all matters which concern nobody else.—ABRAHAM LINCOLN, *1858.*

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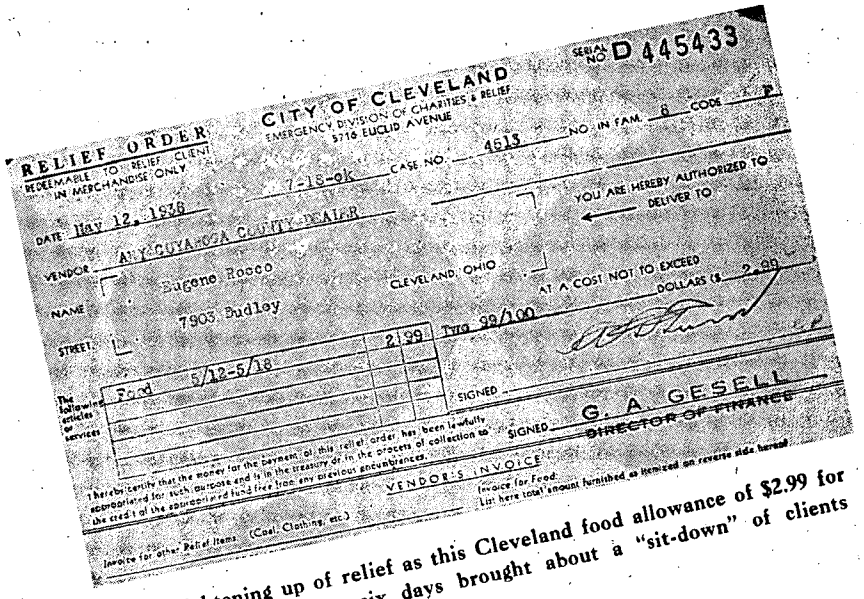
Photographs, International News

When May 1 found Ohio's relief funds gone, clients lined up for blocks before the Cleveland relief bureau for "surplus" food



RELIEF ORDER
REDEEMABLE TO RELIEF CLIENT IN MERCHANDISE ONLY

CITY OF CLEVELAND
EMERGENCY DIVISION OF CHARITIES & RELIEF
3716 EUCLID AVENUE

SERIAL NO. D 445433

DATE May 12, 1938 — 7-18-ok — CASE NO. 4613 — NO. IN FAM. 8 — CODE P

VENDOR A. CUYAHOGA County DEALER

YOU ARE HEREBY AUTHORIZED TO DELIVER TO

NAME Eugene Rocco — CLEVELAND, OHIO

STREET 7903 Dudley

AT A COST NOT TO EXCEED DOLLARS 2.99

The following articles or services			
Food	5/12-5/18	2 99	Two 99/100

SIGNED

I hereby certify that the money for the payment of this relief order has been lawfully appropriated for such purpose and is in the treasury or in the process of collection to the credit of the appropriated fund free from any previous encumbrances.

SIGNED G. A. GESELL
DIRECTOR OF FINANCE

VENDOR'S INVOICE

Invoice for Food. List here total amount furnished as itemized on reverse side hereof

Invoice for other Relief Items (Coal, Clothing, etc.)

Such tightening up of relief as this Cleveland food allowance of $2.99 for a family of eight for six days brought about a "sit-down" of clients

In Chicago, too, clients were given federal surplus commodities instead of relief checks

Relief in May 1938

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SURVEY MIDMONTHLY

JUNE 1938 VOL. LXXIV NO. 6

The WPA Looks Forward

A Statement and a Forecast

By HARRY L. HOPKINS

Administrator, Works Progress Administration

IN mid-May of this year, the city of Chicago cut off some 34,000 families from direct cash relief. Cleveland and other Ohio cities are facing crises in meeting their direct relief obligations. While there is no financial justification, in my opinion, for crises in these cities, the sad plight of those disinherited families has brought forcibly to the attention of the American people the fact that we are facing a serious unemployment situation in this country.

Chicago was swept by its great fire in 1871. One hundred thousand people were rendered homeless by that catastrophe. There are over 90,000 people, men, women and children, in these 34,000 Chicago families shut off from direct relief. In the past decades, Chicago has built up one of the best fire-fighting departments in the country. A similar challenge faces Chicago, and many other cities as well, in protecting itself against this newer, modern risk—the risk of unemployment. We have yet to devise the economic counterpart of fireproof construction and fire-fighting equipment as a defense against mass unemployment; but the plight of Chicago would be doubly wretched were it not for the WPA program in that city, which is providing useful work for more than 120,000 heads of families. The plight of Cleveland would be doubly wretched were it not for the fact that 70,000 of its people are employed by the WPA.

Any universal experience finds out strong and weak spots in established things. Thus the plight in which many American communities find themselves, under the impact of fresh unemployment, is aggravated by whatever is inadequate or unmodern either in their set-up or their setting. Sometimes it is a corrupt municipal regime; sometimes an antiquated tax system; sometimes lopsided representation in the state legislature; sometimes friction between state and city authorities; sometimes the limitations of a one industry district. Because our urban districts are newer, their economic security less widely based, their wage earning populations without the reserves of farm life, American cities have been alert to their present-day danger. They have been active in their espousal of the WPA as a modern means of defense against the deterioration of their working populations.

Who are these people whom the economic dislocation has stripped of a livelihood? We know their kind because of our experience in dealing with the unemployed for the past five years. We have found that fundamentally there is little, other than degree of need, to distinguish the unemployed workers on the relief rolls from other jobless or, for that matter, from a large part of the total working population.

Our records show that almost every industry and trade is represented among the unemployed on the relief rolls. More than 10 percent of all workers eligible for WPA employment are from the professional and clerical occupations; over one third are from the skilled and semi-skilled trades.

The average unemployed worker in need has had ten years of experience in private employment in his regular occupation. The age distribution of WPA workers does not differ significantly from that of the total working population, when allowance is made for the fact that practically all WPA workers are heads of families.

The ability of WPA workers to do a good day's work has been verified by every investigation we have made. The thousands of new school buildings, roads, bridges, airports, sewer systems and other public works that have been created under the WPA program are concrete evidence of ability and willingness to work. We conducted last year in cooperation with the trade unions, a study of the efficiency of skilled building tradesmen on WPA projects. It showed that over 90 percent of the workers performed adequate work in terms of the normal requirements of these crafts.

TO my mind, the most significant fact concerning the ability and willingness to work of the unemployed on relief is the fact that declines in unemployment have been accompanied closely by declines in the relief rolls.

The unemployed workers on relief are an ever changing group just as are the individuals who make up the total unemployed population. This is convincingly demonstrated by the fact that over five million different persons were employed on WPA projects during the first two years of its operation. And less than 16 percent of these were employed continuously on the WPA.

Modern America needs these people and needs them fit. There is social waste when we let capacities of people like these get rusty. There is human gain when a child knows

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that his father goes to work. All the more under the pressure of our present need, we should set ourselves the ultimate task of doing away with direct relief for the unemployed in the United States. The problem confronting the country is loss of work. It must be attacked, so far as unemployment relief goes, by giving public employment. This costs more but it returns more. The United States Conference of Mayors knows this; so do professional associations of engineers and architects, the American Public Welfare Association, the National Recreation Association, the National Education Association, and the other national bodies who cooperated in the recent survey of WPA work. In answer to a questionnaire sent out by the United States Community Improvement Appraisal, as it was called, some nine thousand counties, cities and towns of forty-three states sent in local appraisal reports prepared by non-partisan local committees. Without exception, these reports favor a work program over a dole. They point with pride to the accomplishments of the WPA in their localities and invariably report that its program has been of immeasurable aid to them.

Ours is a young country and a large one. There is plenty of work that needs doing and there will be plenty of work for years to come. We have always had more excellent projects available than we could finance with the funds available. The further development of natural resources, the construction of recreational facilities, schools, the further development of the highway and farm-to-market road system, water conservation, work in the field of sanitation, particularly water and sewer systems, and, in fact, almost all types of public improvements, need to be undertaken.

The American tradition is to get on in life. The register of a civilization is the opportunity it affords people to achieve skills, arts, competency above the common labor level. Yet when it came to devising forms of work relief, the traditional idea was to stop with the unskilled level—stop with sewing rooms, wood yards, road work.

Here in America we have broken gloriously away from those stereotypes. We have furnished work to the unemployed, insofar as possible at their own skills and trades so that those skills and trades could be preserved and improved. I cannot see the justification for putting unemployed musicians at work digging ditches, or artists making fills. Likewise, I see no reason why a carpenter should be put at work building a road, or an unemployed doctor or teacher building an armory.

NOW what is the current realistic situation, and what may we expect in the near future? Since the fall of 1937, industrial production in the United States has fallen off by some 32 percent. During the same period, the national income has declined from an annual rate of $68 billion to a rate of about $56 billion. Also during the same period, more than three million workers have lost their jobs, bringing the total number of unemployed close to twelve million.

Economists put forth various reasons for this recession. Some argue that the recession was caused because purchasing power failed to keep pace with production. Others argue that a tremendous and abnormal increase in inventories caused the slump. Still others claim the failure of the expected private building revival helped bring on the setback. Another cause advanced is the unwarranted rise in prices. Still others blame the idleness of the billions of dollars which industry and business generally has lying around.

This problem is too complex and too huge to discuss here. All these factors and probably others as well have been responsible for the business recession. One thing is clear: private industry cannot or will not furnish work to the unemployed. Again the problem is thrown into the lap of the government.

Will government assistance be adequate to meet this definitely serious situation? Adequate, as we all know, is an elastic word. If we mean providing for those in the most dire straits, government assistance will be adequate. If, however, we mean by adequate providing a job for every able-bodied man and woman in need, then government assistance will fall short of being adequate. With an appropriation of $1,250,000,000 for the first seven months of the fiscal year beginning July 1, the WPA will be able to employ an average maximum of 2,800,000. It will thus employ fewer people than lost their jobs in the past nine months. In other words, the WPA will not be able to furnish work to all needy employables; at best, it will be able to furnish work only to those 2,800,000 who will be certified by the local relief authorities as being able to work and most in need. This is the realistic picture of the situation.

THE paramount problems facing this nation today are destitution, low incomes and unemployment. Really, they are aspects of the same problem. The wage earners of the underprivileged one third of the nation, those on the lowest rung of the economic ladder, are not in a position to earn enough to provide a decent standard of living for themselves and their families—a standard of living to which, as American citizens, they are entitled and which this country can afford.

There are idle billions of dollars in this country and millions of unemployed. These two factors do not dovetail.

In the year 1936, the lowest 10 percent of our people had an annual income of less than $325; the next 10 percent had an annual income from $325 to $540; while one third of the families in the United States had an income, from all sources, of less than $750 a year.

During the same year, 2 percent of the families received considerably more income than the *entire* lowest one third of our population. These factors also do not dovetail. The gap between the top and the bottom is much too great, and altogether too many of our people are at the bottom.

As a result of a study, we found that it costs $1260 a year for a city family of four to live at a maintenance level. Yet, over one half of the urban families in our country received less than that amount in the year 1936. We made a further study and determined that on an emergency standard such a family could exist for $900 a year; yet the total income of over one third of the urban families was below even this level. The pitifully low income level in many of our rural areas is common knowledge.

This means that large numbers of our population are living in poverty, that they are inadequately clothed, that they live in miserable slums, both rural and urban, that they suffer from lack of medical care, and finally that it is impossible for them to buy the goods and services to maintain the purchasing power necessary to keep the economic machine going.

This is a dark picture but there are rays of hope. Even though we are in a slump at the present time, essentially and basically we are better off than we were six years ago.

In 1932, approximately fifteen million men and women were unemployed. People were talking about economic collapse and about political revolution. Fear and fright dominated the American scene.

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The Byrnes' Committee Views the Current Unemployment and Relief Program

IN a preliminary report to the Senate, the Special Committee to Investigate Unemployment and Relief, Senator James F. Byrnes chairman, confines itself to expressions of opinion and recommendations as to administration of the current government relief program, on which it holds "reliance must be had for the next several months and perhaps during the entire fiscal year beginning July 1." The committee will continue its investigation and report to the Senate at the next session on a long time policy for dealing with unemployment and relief.

In its current report the committee expresses the opinion:

That grants-in-aid to states for direct relief "would mean the abandonment of work relief [and] amount to a general lowering of the relief standards to the unsatisfactory low levels prevailing in many states. . . . While recognizing the great burden on the states and local communities for direct relief . . . the committee cannot agree that the federal government should again enter the field of direct relief for able-bodied employed people."

That direct relief grants by the Farm Security Administration are "unwise" and that needy rural population should be assisted by work and loans "except in those communities where it is not feasible to provide suitable work relief projects."

That, "It should be a principle governing federal government financial collaboration with the states, or the local political subdivisions, in the field of relief, public assistance and social security, that the merit system of appointing administrative personnel should be in force."

That it would be "advisable" to begin paying benefits under the contributory old age insurance system earlier than 1942, as set by the social security act.

That, "In the attempt to arrive at any permanent solution of the problem [of training and retraining displaced workers] consideration must be given to the extension of vocational training and the possible establishment of training centers."

That sponsors of WPA projects should be required to pay all non-labor costs in excess of a state average of $5 per worker per month.

The committee specifically recommends:

That the U. S. Employment Service be transferred from the Labor Department to the Social Security Board and its operation coordinated with the Board's Unemployment Compensation Division.

That WPA workers be required at each pay period to file statements of their earnings in "outside employment."

That the Civilian Conservation Corps, in addition to requiring enrollees to work while in camp, train them to perform "the work they must do after leaving camp."

So far as relief was concerned, there was no relief worthy of the name. Poorhouses were overflowing. Evictions were widespread. Breadlines were long, and beggars ubiquitous.

Today, though conditions are serious, we are not threatened with the collapse of our economic and social structure. There are three million fewer unemployed despite the fact that an additional three million people have come into the labor market since 1932.

Banks are solvent. The WPA is prepared to provide work for close to three million heads of households; the National Youth Administration and the CCC are prepared to provide work and assistance to approximately a million youth of the country. The Public Works Administration and the federal housing program will provide work directly and indirectly for millions more. The Farm Security Administration will spend $175 million for direct grants to the most needy farm families and for rehabilitation loans. Local public agencies are furnishing direct relief or assistance to some two million additional families. The social security program of unemployment compensation and old age insurance is getting under way. A justifiable optimism that general economic conditions will soon improve prevails throughout the country.

To me, the brightest ray is that the people of this country, despite the feverish activities of many politicians and Liberty Leaguers, have accepted two concepts: first, that the problems of destitution and unemployment are federal as well as local responsibilities; and, second, that needy men and women, able and willing to work, unemployed through no fault of their own, are entitled to work relief, not a dole.

In my opinion, the Works Program is an integral part of the long range program of economic security; it is the greatest single stride the federal government has made towards that goal since 1932.

That there are weaknesses in the Works Program I am the first to admit. To me, the most glaring weakness is that it cannot yet provide work for all employables who are in need. I feel, however, that we will come to that. As unemployment insurance and old age pensions develop and as business gets on a more even keel, we will be in a better position to plan a coordinated program for the future.

Another admitted weakness of the Works Program is the low wages which we pay WPA workers in certain sections of the country. Thousands of our workers, I am sorry to say, earn less than $30 a month. There is very little we can do about this at the present time. We are committed to the policy of paying a security monthly wage at the prevailing hourly wage rate of a given community. When the wages and hours bill is passed by Congress, then I hope the WPA will be able to increase its wages in the lowest paid regions accordingly.

Arguments such as these are worthy of our most serious thought. But this is an election year and we cannot expect that the arguments which the political "outs" will use against the WPA program will be on so high a plane. We know from experience that politicians, hungry for position, do not hesitate to make capital of human misery. We know, also from past experience, that the arguments which will be used will be aimed at emotions rather than at reason. We know that there will be carping at relatively minor phases of our work; we know that facts and figures will be distorted as they have been only too frequently in the past.

I have heard all the arguments advanced against the Works Program. I have thought about them probably more than any other person in the United States. When sifted and analyzed, five arguments remain which are worthy of consideration and discussion. Since these arguments will all come up in one form or another during the next few months, I will discuss each of them. Space will not permit a complete discussion here; but the vital points of each argument can be presented.

First there is the argument of cost. Fantastic figures are sometimes presented to show the difference in cost between a work program and a dole. The fallacy in the argument

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lies in the fact that these figures are based not so much on the extra cost of a works program as a works program, but rather on the higher cost of WPA wages as compared with direct relief grants. But let no one imagine that, if we transferred the employables now on WPA to a direct relief program, the size of the individual relief grant could remain the same. For one thing, the employable family is on the average larger than the unemployable family now on direct relief; for another thing the present direct relief grant to unemployables is in many cases only a supplement to income from other sources such as pensions; for a third thing, and most important, the present direct relief grant, including all supplements, is so far short of the needs of even an emergency standard of living, that it would have to be raised at least to the budgetary equivalent of WPA wages—if we did not want to transform our employables on relief into unemployables.

If we figure on direct relief grants equal in budgetary adequacy to present WPA wages, the saving turns out to be only 30 percent. But for this 30 percent which is spent for materials and equipment, we have, first of all, an indirect employment equivalent to about a sixth of those on the Works Program; and we have, of course, the vast physical accomplishments of a works program—as well as the benefit to the nation that comes from conserving the skills and the morale of the unemployed.

The second argument which the dole advocates present is that the WPA encourages an army of jobholders who refuse private employment. Since the recession, this argument is not heard so frequently as it was a year ago, but it keeps popping up. And as conditions get better, the argument will come up more frequently. We have made it our business to inquire into every case of so-called job refusals that comes to our attention. These complaints just do not hold water. When people are asked for specific examples of job rejection, they usually cannot produce them. Many complaints are third or fourth hand. So-and-so told so-and-so that Mr. X. couldn't hire a plumber. I am yet to find any group of WPA workers who wouldn't be happy to get back into private industry. Some people, for a strange psychological reason, like to kid themselves into believing they cannot hire labor because of the WPA. When asked to produce the jobs, they are not forthcoming.

The American Association of Social Workers advocates in respect to governmental employment, social insurance and assistance programs:

The creation of a federal employment authority with broad powers to inaugurate a flexible work program.

The establishment of national training and retraining programs.

The strengthening of the public employment services.

A system of federal grants-in-aid to states for general assistance.

The extension of social security provisions to include groups now excluded.

A broadening of the national health program.

Simplification of unemployment compensation legislation.

The grouping of related services in the federal administrative structure.

The selection of personnel by federal, state and local governments through a merit system.

The appointment of a federal non-partisan commission to undertake a thorough study of the whole problem of unemployment and relief.

A third argument against the Works Program is that the projects are not worthwhile, that there is too much boondoggling. Let me point out that 76 percent of all WPA money spent has gone for construction projects: buildings, roads, streets, airports, parks and bridges. Three percent went for sanitation and health projects and 3 percent for miscellaneous physical projects. Eight percent went for women's work projects and 10 percent went for educational, clerical and professional projects. It is the last two types of projects at which the cry "boondoggling" is usually directed.

If making over 100 million garments—clothes, mattresses, sheets, towels—for distribution to poor people is boondoggling; if preparing and serving 130 million hot lunches to undernourished school children is boondoggling; if teaching more than one million illiterates to read and write English is boondoggling; if providing medical and nursing services for millions of people who are unable to pay for such services is boondoggling; if canning and preserving millions of pounds of food for poor families is boondoggling; if permitting three million persons a month to hear good music and another million to see good plays (privileges which many of our people never had) is boondoggling —then a part of the WPA program is boondoggling.

ANOTHER argument is that there is politics in the WPA. That minor politicians of both parties have tried to influence, intimidate and even coerce WPA workers in certain areas, I have no doubt; that these attempts have been unsuccessful, I also have no doubt. The large majority of American workers have too much sense to be browbeaten by petty politicians.

I have told every WPA worker, on numerous occasions, by letter and over the radio, that politics and the WPA are not allied. I have asked that they report to me every case of attempted intimidation. In a few instances we have fired WPA supervisors and administrative personnel for illegal political action.

It should be remembered that the WPA employs more people than the automobile, steel and coal industries combined. That infractions of rules and small chiseling will crop up is inevitable, but the accusation of politics in the WPA has never been substantiated and cannot be substantiated. There has been less political intimidation in the entire WPA program than is contained in one pre-election pay envelope of a large industrialist.

We come now to the last argument against the WPA: that the program has built up a huge bureaucracy in Washington. This argument can be answered in three sentences. All WPA workers are selected from the local relief rolls. Ninety-eight percent of all WPA projects are locally conceived, locally sponsored and locally supervised, by states, counties, cities and towns. The WPA program throughout the United States costs less than 5 percent to administer. Less than 10 percent of the administrative personnel is in Washington; the remainder is in the field, and in 99 cases out of 100, these people work where they live.

The federal government has come a long way in accepting responsibility for the unemployed destitute of the nation and in providing relief for them. It has come a long way in the fight for general economic security for all our citizens. The program has not been worked out in its entirety. Five years is a short time for so enormous a job. But we are going forward and not backward. And that is the most encouraging sign on the present horizon.

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Work Relief and the Workers

By HOWARD M. TEAF, Jr.

Haverford College, Haverford, Pa.

MORE and more observers of the work relief program are changing their center of interest from "How soon can WPA be liquidated?" to "How permanent is this work relief business?" or "How many people will have to be kept on work relief indefinitely?"

In the reexamination of WPA which such questioning has called forth, one subject that has been slighted is the effect of WPA employment on the occupational skills of relief workers.

Work relief, as opposed to an outright dole, has been justified not because it distributes more purchasing power but because it gives the recipient employment. But it has been basic to the whole philosophy of work relief under WPA that employment at "any old job" was not enough. Projects were to be so diversified in nature that the unemployed would be put to work at jobs approximately the same as their former occupations.

Through this policy of creating jobs to fit the occupations of the eligible unemployed, it was hoped to preserve skills, to increase project efficiency, and to avoid the suggestion of discipline through manual labor imposed on the destitute regardless of former occupations.

It should have been realized at the outset that in manufacturing and mining areas where unemployment was most acute, it would be practically impossible to employ the relief eligibles at their usual occupations. Even in districts of diversified industries many types of employment were beyond the reach of work relief projects. The three-year record of Works Program employment has shown the fallacies of the "usual-occupation" policy, yet even today WPA officials continue to proclaim it. Said Deputy Administrator Aubrey Williams in March:

> We should be doing the nation and industry a great disservice if we did not provide useful work for our unemployed at their own trades. We believe that to be the best insurance for the future usefulness of those workers, who, through no fault of their own, can now find no place in private employment.

Is this determination to achieve an ideal, or is it burying one's head in the sand?

Until the middle of 1936 a fairly complete relief labor inventory was maintained in most states. The last detailed count for Pennsylvania was made in July 1936. At that time a study was made, under the writer's direction, of the nature of WPA employment of each individual as compared to his or her usual occupation. While this study was limited to WPA employment in Pennsylvania, it is believed to be fairly representative of conditions in the country as a whole.

The study covered 255,359 persons, 99.7 percent of those then employed in WPA. Each project worker was counted as being employed in the Works Program under one of the following categories:

1. At his usual occupation.
2. Not at his usual occupation, but at some other occupation within the same occupational group.
3. At an occupation outside his usual occupational group; e.g., a tailor (skilled worker in manufacturing) working as an unskilled laborer. In these cases, notation was made of the group to which the worker was shifted.

This classification was made directly from the individual employment record cards, on which former occupations had been recorded by the employment offices. It should be noted, however, that the usual occupation under which each person was recorded was that at which he had been employed for longer than at any other occupation during the last ten years of private employment. Thus it is possible, for example, that a man who had spent eight years as a salesman, and then became an office worker, would be classified as a salesman, and that a major occupational shift would be recorded when he was employed as an office worker in the Works Program. This is an extreme example.

Examination of the table shows that, of a hundred project workers, only about fifteen or one out of seven were working at their usual occupations. Of the others, twenty-four were doing work similar to their usual work in nature or skill requirements. The remaining sixty-one were at work in what was, for them, an entirely new or at least different occupation from that at which they had worked for any great length of time in recent years. These figures exclude the totally inexperienced and those for whom no "usual occupation" was recorded.

THE table also shows that, with the exception of professional and technical workers, office workers, and inexperienced persons, largely housewives, there was a pronounced shift to unskilled labor on the projects. The great demand by projects for unskilled labor is further illustrated by the fact that 70 percent of all project workers were classified as unskilled laborers, whereas only 17 percent of all eligible persons were classified as unskilled laborers when originally interviewed for occupational classification.

If one believes that work relief should be of a distasteful nature, strenuous and perhaps somewhat degrading, then the Works Program is adequate. But if one follows the beliefs repeatedly expressed by WPA leaders, such submerging of skills and experience is deplorable. The general shift to unskilled labor is open to criticism on at least three major counts: loss or deterioration of skill or facility; effect on workers' morale; lack of preparation for return to industry.

Even though the psychological effect of work relief is unquestionably better than that of direct relief or dole, there is some negative reaction on the personality and attitude of the person who, accustomed to work requiring a degree of skill and mental application, is relegated to a job requiring little but physical effort. This is intensified by the resentment of the worker who realizes that his unemployment is due not to personal fault, but to economic influences beyond his control. The full effect of this upon the morale of hundreds of thousands of persons throughout the country probably cannot be realized for some years.

Of course some skills are not easily lost through disuse, even over a period of several years; and some skills which are now obsolescent are hardly worth retaining.

But where workers' usual occupations involved valuable skills, the maintenance of such abilities and their further development could hasten the return of many of the unemployed to profitable private employment. Some noteworthy

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instances of this have occurred in connection with the federal art, theatre, and writers projects; but they are not numerous. The way to such opportunity is difficult or impossible for the many who have been relegated to the ranks of the unskilled.

What conditions have caused this shift to unskilled labor? If the blame were to be placed on inefficient project assignments the shifts from lower-skill classes to higher ones would be of approximately the same magnitude as the shifts downward toward the unskilled classification. This is not the case. It is the writer's belief that, on the whole, the placement work in Pennsylvania as well as elsewhere has been efficient, within the limits imposed.

The obvious answer lies in the nature of the projects themselves. The greatest downward shifts, numerically, were among those usually employed in industry, including mining, and those usually employed as semi-skilled workers in building and construction. Most of the WPA construction activity has been on roads, calling for few skilled and semi-skilled laborers. Practically the only WPA "manufacturing" has been on the sewing projects.

The fate of unemployed factory and mine workers in a relief program deserves much consideration—if the aim is to employ people at their usual occupations. Nothing in the emergency relief appropriation acts forbids manufacturing activities in the Works Program, but a storm of disapproval would be aroused by any attempt to employ former factory workers in manufacturing activities "in competition with private industry" or even in manufacturing for the use of relief clients themselves.

The same would be true of the entrance of the government into mining operations in an endeavor to give work to unemployed miners.

The situation can be summarized thus: The commendable stated objective of employing persons at their usual occupations has not been achieved, due largely to the nature of the projects; there is little hope of designing projects that will accomplish that end, largely because of the great numbers of unemployed factory workers and miners.

What, then, should be the aim of the work relief program? If the employment-to-retain-skill objective is discarded as impractical, shall we be content to see a considerable part of the population relegated to unskilled labor, regardless of former productive skills and abilities?

Let us consider another possibility. Already the National Youth Administration directs a large part of its efforts toward the vocational training of young people eligible for its benefits. Should not such training be a major part of the general relief program? Many WPA workers now are acquiring new knowledge of skills on projects far different from their former activities. But these are the fortunate few not demoted to the ranks of unskilled labor.

The objection may be raised that a Solomon could not foresee future opportunities for employment and train workers accordingly. A further difficulty is the question of who should be trained. The youth, who have had little or no experience in private industry? Those who formerly worked in what are recognized as dying industries? Those now unemployable, who are likely to become permanent burdens on public funds? The problems are not simple. But the idea has been put into practice on a limited scale in England for several years in connection with unemployment compensation, and has met with some success, particularly in the "blighted areas."

The answer may lie not in specific trade training but in so developing personal aptitudes as to broaden the opportunity for return to private enterprise. Possibly, also, there should be more opportunities for developing creative leisure-time activities. These are problems for the educators and vocational guidance experts.

Number of Persons Employed in Works Program at Usual Occupation, at Different Occupation in Same Skill-Class, and in Different Skill-Classes

Stated as percentages of total employed in Works Program, Pennsylvania—June 30, 1936

Skill-Classes	(1) *% employed at usual occupation*	(2) *% employed at different occupation in same class*	(3) *% employed in different skill-classes*	(4)
			In all other classes	As unskilled labor
Professional and technical workers	50.7	22.3	27.0	8.5
Proprietors, managers, and officials	1.0	0.5	98.5	54.8
Office workers	28.2	23.7	48.1	25.5
Salesmen and kindred workers	0.1	0.1	99.8	42.4
Skilled workers and foremen, building and construction	32.5	11.2	56.3	47.9
Skilled workers and foremen, manufacturing and other industries	1.3	0.6	98.1	76.3
Semi-skilled workers, building and construction	5.3	3.0	91.7	80.8
Semi-skilled workers, manufacturing and other industries	5.5	9.3	85.2	75.9
Unskilled laborers	24.7	67.1	8.2	—
Domestic and personal service workers	1.6	0.8	95.6	41.4
Farm owners, operators, and laborers	2.8	0.7	96.5	87.5
ALL OCCUPATIONAL GROUPS	14.6	23.9	61.5	45.8
Inexperienced persons	—	—	100.0	6.9
Occupations unknown	—	—	100.0	65.4
ALL PERSONS	14.0	22.8	63.2	46.5

Source: Special study of 255,359 Works Program workers made by Division of Employment and Division of Finance and Statistics, WPA for Pennsylvania. See "One Year of WPA in Pennsylvania," Table A-6.

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The important point is that work-training is desirable, if not necessary, as a substitute for skill retention. Further, that it lies within the range of the existing Works Program. After three years of the present type of work relief, with the end not in sight and with readjustment of objectives and methods clearly demanded, this phase of the unemployment problem must not be overlooked.

There is some indication that a general public works program without the *relief* emphasis is being considered—something along the lines of PWA. But under such a program, the "forgotten men" of manufacturing and mining would benefit only to the extent that they would be reemployed in private industry if and when purchasing power speeded up factory and mine activity, or if they could fit into the new construction program. The first type of benefit could be realized only under a spending program much larger than the present one; and employment in the new program probably would leave most of these workers just about where they are in WPA—at unskilled labor.

It may be objected that a great number (some say a majority) of present relief workers are in fact unemployable in private industry. If this is the case it should be recognized (1) by provision for unemployables under another part of the social security program; (2) by state relief organizations; or (3) by revision of WPA policies, admitting the inapplicability of the usual-occupation policy, and substituting policies which provide specifically for unemployables.

Unemployed John Jones and Mary Smith are human beings. They may or may not have possibility of future productivity in private industry. The industries in which they formerly worked may or may not call them back. But they are inseparably part of our economy, as assets or liabilities. The next few months of readjustment in our relief policies will do much to determine where they will fall.

In and Out of School

By ADELAIDE NICHOLS BAKER

WHAT part should the school play in "the efforts of the young to find places in the modern world?" The Commission on Youth Problems, seeking an answer to this question, broke with educational tradition and, instead of starting with the school and looking out, began with the young people themselves and the world to which they must adjust themselves. The result of their study, Youth Education Today, though it is the 1938 yearbook of the American Association of School Administrators, ranges far into a future which it contrives, against great odds, to illuminate with hope. [Youth Education Today. 16th Yearbook, American Association of School Administrators. 509 pp. Price $2 postpaid of *Survey Midmonthly*.]

When the authors lift their curtain on The Realities of the Social Scene, the drama unfolds in a stirring atmosphere of frankness, intelligence and courage.

The chief actors are of course twenty million young people between the ages of sixteen and twenty-four. They are found to be predominantly of native white parents. And 60 percent, at least, come from homes which are "below standards of health and decency." So, at the outset, the survey faces the challenge of grim and discouraging facts and raises the question of their significance to educators. What does the home background mean to the curriculum? What are the roles of personal relationships? What is the school's part in guiding the recreational life and even following the child through school doors to see how his training actually fits him for the stage just beyond?

The difficulty of youth in finding a first job and in keeping those already found is not laid simply to the economic dislocation of the present day. It is typical of the spirit of the book that it accepts the responsibility of education for this state of affairs and prepares gallantly to deal with the facts as a challenge to the school.

The authors look to the curriculum and guidance facilities of modern schools for a contribution to the coordination of school and life beyond it. Curriculum must be "life-centered." Guidance must be given by properly prepared and carefully chosen counsellors and must be developed with reference to local situations, not "handed down from above." In both these fields the yearbook stimulates new departures instead of setting up formulae. It is clear that the commission had confidence that the body of superintendents for whom they wrote could take this tool and carve out for themselves structures determined by needs and inspiration.

It is in the chapter on Creative Citizenship that the goal of the whole study becomes evident. Education is not to be content with a curriculum which gives training and knowledge, and guidance which may link it to the needs of a vividly-realized social scene. It must develop within the child himself "an active interest and concern for the progressive development of the democratic ideal." "This goal is probably the most difficult of all to achieve and yet if achieved it should give a more accurate measure of the dynamic nature of school's attainment in citizenship than any others that have been mentioned." Talking of democracy, celebrating our forefathers' struggles for it or honoring its heroes, tried and true methods of the old education, are not enough. Knowledge and speech must turn to action, the patterns of life within the school must be so genuinely democratic that the character formed in daily practice will stand the test of democratic citizenship. Self-government that is sham, choice of leaders influenced by pressure or propaganda, imitation of the corruptions of democracy, are realistically attacked. True patterns of democratic life within the schools are given new importance by their bearing on the future.

And when it comes to linking this practice in democracy with the real concerns of citizenship, the best bridge is the leadership of teachers who are actively interested in public affairs. Far from feeling that teachers should be neutrals in matters of public controversy, the commission holds that: "When more teachers discover and create effective channels of political and social action for themselves we may expect that pupils will more easily discover ways to transfer their citizenship training into life."

With leadership accepted as the one essential element in education they examine the requisites of that, too, from the point of view of youth. What causes young people to turn to leaders, and the kind of leadership developed outside the school, are studied for their contribution to the choice and training of teachers.

Here is defined a task in which the schools, lay leaders, and all of us must be integral factors in a mighty endeavor.

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Sterilization in Practice

By PAUL POPENOE

General Director, Institute of Family Relations, Los Angeles, Calif.

SINCE the first sterilization statute of any kind in the United States was adopted by Indiana in 1907, more than 28,000 patients have been sterilized and sterilization laws written into the statute books of twenty-nine states and one territory (Puerto Rico). Except in Alabama and South Dakota, existing state laws apply both to certain mental defectives and to certain mentally-diseased wards of the state.

During thirty years, administrative experience in regard to sterilization has been accumulating. Public opinion has been generated as the result of bills introduced and debated in state legislatures and attention given to cases in the courts for litigation. Today, certain conspicuous trends may be clearly discerned.

Sterilization is being applied more and more on social rather than on eugenic indications. At first it was taken for granted that the purpose of this operation—which prevents parenthood without changing the patient's sexual life in any other way—was to decrease the number of defective children born; "to cut off lines of defective germ plasm." But the revision of the South Dakota law in 1935 makes no mention of eugenics, of bad heredity, or of probably handicapped offspring. It merely sets forth that "the person named in the complaint is believed to be feebleminded and of such an age as to be capable of procreation; that by reason of feeblemindedness said person would not be capable of properly performing the duties of parenthood."

In the same spirit the Nebraska law (1935) says:

> The words "feebleminded person" shall be construed to mean any person afflicted with mental defectiveness from birth or from an early age, so pronounced that he is incapable of managing himself and his affairs and of subsisting by his own efforts, or of being taught to do so, or that he requires supervision, control, and care for his own welfare, or for the welfare of others, or for the welfare of the community, and who cannot be classified as an "insane person."

Here again no mention is made of the transmission of defects to posterity. The state is concerned with persons who cannot look out for themselves and who are a burden or a menace to the community. It is a question not of eugenics but of economics and social welfare.

Even today, writers continue to use up reams of paper with warnings that science cannot predict infallibly the kind of children a patient will produce; but meanwhile practice has calmly ignored this question and proceeded along other lines.

How does it happen that such a change has been made in the practice of sterilization?

It began a long time ago, with the patients themselves. Suppose the case were that of a feebleminded girl. Her deficiency might have been caused by some disease in early childhood. So far as anyone could tell, she might bear children who would be intellectually normal. If this objection to sterilization were urged upon her parents, probably they would reply, "So much the worse! She is incapable of taking care of any kind of children."

Perhaps a woman might seek sterilization on her own account. The superintendent of the psychopathic hospital would explain to her conscientiously, "If you had another child, Mrs. Blank, it might be entirely normal." She would retort indignantly: "You know perfectly well, doctor, because you told me so, that the strain of another pregnancy will probably mean another nervous breakdown for me and that I'll have to come back to the hospital. Do you think I want to bear another child, when it means that the children I already have will lose their mother? What is my husband going to do with them? It isn't a question of eugenics; it's a question of common sense."

Thus the attitude of patients and their relatives rapidly broke down the theory that only those were to be sterilized who were reasonably certain to produce defective offspring. By way of "adjusting themselves to reality," authorities fell into line.

THE case was well put by Dr. Harvey M. Watkins, superintendent of the Polk, Pa. State School, in a report in 1930 to the American Association for the Study of the Feebleminded. Announcing the result of a questionnaire sent to the 317 members of the association, which showed overwhelming support for "selective sterilization," Dr. Watkins went on to say:

> We sometimes wander far afield in search of biological or eugenic reasons for sterilization when the greatest social reasons are at hand. . . . Regardless of our theories of heredity, the mentally defective in a large measure tend to maintain inferior homes in inferior environments, and to rear their children in an inferior manner. . . . I have yet to see the mentally defective boy or girl for whom parenthood can be recommended.

Strong additional support was given to this position by Dr. Stanley P. Davies in his book, Social Control of the Mentally Deficient (1930), where he remarks that sterilization may sometimes be desirable for eugenic reasons and goes on to say:

> Also, from a case work point of view, family situations doubtless arise from time to time, where aside from all considerations of heredity, a given mentally deficient couple, although otherwise fit to remain in the community, would obviously make such socially inadequate parents that sterilization would appear justifiable.

This point of view was adopted by Dr. Abraham Myerson's committee of the American Neurological Association in its report on sterilization (1935), particularly with relation to epilepsy where it thought sterilization justified in most instances, "mainly on the ground of the social situation rather than on its biology."

Thus, as a result of experience, the eugenic basis for sterilization has become more and more secondary. Eugenic defect is often associated with social inadequacy; but even if it is not, the prevention of parenthood has come to be regarded widely as justifiable on social grounds alone.

The second trend, a logical extension of the first, is the tendency to tie sterilization more closely to marriage.

Iowa adopted a law some years ago providing that a list of all persons in the state known to be feebleminded should be furnished quarterly to the district courts. "No clerk shall

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issue any marriage license to any applicant without first satisfying himself that the name of neither party to the marriage is contained in the latest list furnished by the Board of Control." The intention was excellent, but critics at once pointed out that denial of a marriage license to mental defectives would not necessarily prevent their reproduction.

South Dakota and Nebraska have taken the next step by establishing registers of the feebleminded, and declaring that no persons on the list may marry unless they show proof that one of the applicants for the license has been sterilized. If such measures are to be enforced, the states will have to provide sterilization at public expense. In that event, the legal and administrative situation would be much the same as that provided by the present German law.

A third tendency, seen conspicuously in the laws of the two states just mentioned, is to make sterilization applicable to any mentally defective or mentally diseased person in the entire state, instead of to the inmates of institutions alone.

Almost all of the earlier laws applied only to those who had been legally committed to a state institution for the insane or feebleminded. One reason for this restriction was that most of the early bills were put through the legislatures by institution officials who were thinking mainly of their own needs. However it was also considered a safeguard for the public. Critics alleged that if a sterilization law applied to the whole population, political pressure might lead to the "railroading" of victims who perhaps belonged to the faction that was not in power. If the application of the law were limited to those already adjudged insane or feebleminded by the courts in another connection, and who were already wards of the state, there could be little chance of abuse.

THIS attempted safeguard, however, was attacked by opponents of sterilization in a number of states, and several laws (New Jersey, Indiana, Iowa, Michigan, New York, Oregon) were invalidated by state courts on the ground of discrimination. It was said that these laws subjected feebleminded individuals in state institutions to an operation from which individuals with an equal degree of deficiency but not in institutions were protected. This claim of "class legislation" was finally carried to the Supreme Court of the United States in the Virginia case (*Buck vs. Bell,* 1927) when Justice Oliver Wendell Holmes made short work of it:

> It is the usual last resort of constitutional arguments to point out shortcomings of this sort. But the answer is that the law does all that is needed when it does all that it can, indicates a policy, applies it to all within the lines, and seeks to bring within the lines all similarly situated so far and so fast as its means allow.

All the justices concurred in upholding the constitutionality of compulsory eugenic sterilization, with the exception of the one Roman Catholic member who dissented but did not file a minority opinion.

While there is no legal compulsion to embrace the whole population in the scope of the law, there are obvious social advantages in doing so. In Canada and most of the United States the law still applies only to those legally committed to institutions; but in foreign countries—Norway, Sweden, Denmark, Finland, Esthonia, Germany, Switzerland (Vaud) and Danzig—and in Delaware, Idaho, Iowa, Michigan, North Carolina, South Carolina, Oregon, South Dakota and Vermont it contemplates application to the whole population. The report of Dr. Myerson's committee for the American Neurological Association strongly approved this extension.

A fourth tendency, at least the beginnings of which are visible, is closely associated with the one just mentioned. It is to exempt from the action of the law certain persons who have religious scruples.

This applies primarily, of course, to Roman Catholics, the papal encyclical *Casti connubii* of December 31, 1931 having declared eugenic sterilization not allowable. (The wording apparently does not forbid therapeutic or punitive sterilization.)

The German sterilization law, which went into effect on January 1, 1934, made no exceptions but was supplemented by several administrative orders allowing segregation as an alternative to sterilization. Any Catholic in Germany, therefore, who would otherwise be sterilized under the law, may avoid this by internment in an institution where he will be maintained in effective segregation by his co-religionists, at their own expense. Such a provision has not yet found a place in any American statute, but it was included in sterilization bills presented to the legislatures in Wisconsin and New Jersey, and in each instance defeated.

Finally, the status of voluntary sterilization is important.

STERILIZATION began in this country as a wholly voluntary undertaking, when Dr. Harry C. Sharp, physician of the Jeffersonville (Ind.) reformatory, in 1899 performed a vasectomy on one of the young men in the institution and during the succeeding eight years on some hundreds of others. When legislation began, it seems to have been taken for granted that a compulsory provision was needed. At present only two states, Vermont and Minnesota, and the Canadian provinces of Alberta and British Columbia have statutes that provide only for voluntary sterilization with no compulsion in any case.

Nevertheless, most of the operations performed in American institutions are in effect voluntary, since the written consent of the patient's nearest relatives is obtained. This custom has been widely adopted, mainly to make friends for the procedure and to avoid possible litigation. Since the patient himself is legally either insane or feebleminded, he cannot give a consent which has any legal value.

The history of legislation suggests that provision for both types of operation, compulsory and voluntary, is valuable. Several states, Iowa, Maine, Nebraska, New Hampshire, and North Carolina, which started with laws providing only for voluntary sterilization, amended them after some experience to add a compulsory provision. On the other hand, Michigan, Oregon and South Dakota, which had wholly compulsory laws, later amended them by adding a voluntary clause. No state has ever abandoned the power of compulsion in favor of a purely voluntary statute.

What of operations outside state institutions?

Connecticut, Kansas and Utah, in adopting sterilization laws, provided that any sterilization performed otherwise than in accordance with the terms of the law should be illegal. This means that in private practice in those states, any sterilization operation for eugenic or social reasons is illegal. In the other forty-five states there is no law dealing with the subject and the legal status of surgeons and others concerned with sterilization is uncertain. The question can be examined only by asking whether such an operation would be prohibited by common law, or whether, if a case

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were taken into the courts, they would be likely to hold that it is contrary to public policy.

The nearest approach to a decision on the subject is perhaps a Minnesota case considered in 1934 by the Supreme Court of that state. A husband, Christensen, had himself vasectomized for the protection of his wife who, it was thought, would be injured by another pregnancy. The operation was unsuccessful; sometime later the wife was delivered of a healthy baby. The husband thereupon sued his surgeon, Thornby, for damages because of the anxiety experienced by both himself and wife during pregnancy, and for the costs of medical and hospital care entailed by the birth of the child.

As a defense, the surgeon set up the somewhat surprising plea that the performance of a sterilization operation on a healthy man was contrary to public policy and therefore illegal; and that a contract based on an illegal action could not be made the ground for such a damage suit.

The court found against the plaintiff on general grounds but among other things said:

> Aside from the statutes in the few states that have prohibited it, we find no judicial or legislative announcement of public policy against the practice of sterilization. Plaintiff was married, and presumably would remain married, to his present wife, who had been competently advised of the danger of further pregnancy. Rather than subjecting the wife to a major operation for sterilization it was entirely justifiable for them to take the simpler and less dangerous alternative and have the husband sterilized. . . . We therefore hold that under the circumstances of this case the contract to perform sterilization was not void as against public policy nor was the performance of the operation illegal on that account.

Dr. Justin Miller, now on the court of appeals in the District of Columbia, studied this point some years ago, as dean of the college of law of the University of Southern California. He concluded that barring Connecticut, Kansas and Utah, already mentioned as having legislated on the subject, "the general rule of tort law would seem to apply and the consent of the party to submit to the operation should be a complete shield against civil liability on the part of the operating physician, provided the operation was performed without negligence." He further concluded that such an operation could not be considered an offense under the criminal law unless malice could be shown to exist. "Where the state has nothing but a mayhem statute which follows the common law concept, it is very doubtful if the modern operations for sterilization could be considered criminal."

This view was upheld when the matter came directly before the California court in 1936, through the well-advertised Ann Cooper Hewitt case. This girl, at the age of 20, had been sterilized by two surgeons in private practice, her mother signing the consent. When she became of age and could manage her own affairs, she filed a complaint against the surgeons, charging that they had committed mayhem against her. The judge of the superior court, who heard the case, dismissed it on the ground that (1) there was no law against sterilization in California and (2) that, the girl being a minor at the time the operation was performed, the mother had a right to consent to any legal operation on her daughter's behalf. No crime had been committed, under the circumstances, and the court refused to send the case to the jury, dismissing the defendants instead. The state, which was prosecuting this as a criminal offense, appealed in turn to the state court of appeals and to the state supreme court, each of which upheld the judgment of the trial court.

The general trend therefore is toward maintaining the legality of sterilizations in private practice. As sterilization becomes continually more widespread and better known, the likelihood of any court declaring it illegal probably decreases.

The Twilight of Industrial Life Insurance

By LEE K. FRANKEL, Jr.

Washington, D. C.

JOHN PRYBLZKA is today twenty-five years old. He earns $25 a week as a machinist. On this wage he must feed, clothe and house himself, his wife, and his three-year-old son. He buys an occasional drink, visits an occasional movie, and sets aside a small part of his wages to provide for a decent burial.

For his "nickel-a-week" or industrial life insurance, John forks out 25 cents a week to an insurance collector, in exchange for which he is given a closely printed certificate. This promises to pay "somebody" about $250 in the event of John's death within a specified period of years—always provided that John's premiums have been paid in full up to the time of his demise. In most cases, industrial policies offer no clue as to the identity of the payee, leaving this entirely to the discretion of the insurance company. Mrs. John may get the money; on the other hand, the undertaker, or any creditor who can prove that he incurred expenses incident to John's death or last illness, stands an equal chance of collecting.

John is totally unable to budget a quarterly or semi-annual insurance premium. Hence he is one of the millions paying from one and one half to three times the cost of so-called "ordinary" or "straight-life" insurance, sold in units of $1000 or more, and with premiums payable annually, semi-annually, or quarterly. The extra cost of this debatable protection is usually justified by the companies on the grounds of the high cost of premium collection and the greater risk involved in insuring the "working-man" sector of the insurable population. Whether or not these assumptions are warranted is not pertinent to this discussion. In any event, John is paying through the nose for some degree of assurance that his earthly remains will not lie in Potter's field. As of December 31, 1936 there were 68 million industrial policies in force, totaling $19,400,000,000.

John, a typical industrial policyholder, may or may not have realized that he couldn't borrow a red cent of his own money from the company until he had paid premiums for five years; that his wife might or might not receive the face value of the policy at his death; that inability to continue premium payments during the first five policy years would mean immediate and total cancellation of his policy.

On January 9, 1937, the first payday in the year, a new

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economic factor came into John's life. When John received his pay envelope for that week, he found that his $25 was shy 25 cents. On the envelope was a statement to the effect that the boss had to deduct one percent of John's pay for "Social Security Taxes." As far as John could make out, this payment to the government would somehow be used to pay him some money in his old age, if he kept on working and lived to be sixty-five.

For a few months John didn't bother much about this deduction. Although the loss of 25 cents cash money squeezed him a bit, he just didn't go to that weekly Bank Nite at the Palace, and made out all right. Then the boys in the shop began to discuss this newfangled social security: what it was; how much each had to chip in; what the boss had to pay; what they would each get when they were sixty-five and no longer able to hold their jobs against the pressure of younger men with sharper eyes and steadier hands. John decided he'd find out a little bit more about it so, one lunch hour, he went uptown to the office of the Social Security Board.

Here he was handed several pamphlets in simple English which told him just what his government proposed to do with his weekly 25 cent ante in the huge national jackpot. John took these home and gave up Burns and Allen to study them. After an hour or so, a look of pleased but incredulous amazement spread over John's face. He had just discovered one outstanding fact which the boys in the shop had never mentioned: that his government was not only providing some income for his old age but also acting as his life insurance company—and giving him a better break for his money than any insurance company salesman had ever offered him.

Unwilling to trust his own judgment, John dropped in at the Social Security Board office again. A short but mutually stimulating and pleasant interview took place:

John: Does this Social Security thing mean what I take it to mean—that if I die before I'm sixty-five, my family will get 3½ percent of what I've earned up to the time of my death?

Answer: Yes, if the amount of the payment due your family is $500 or more. If it's less than $500, and you don't leave a will, the board may have to pay the money to the person who's entitled to it under the laws of the state in which you've been living. This might be your wife or child; it might be a creditor. We can't tell you in advance.

John: Well, look here, then. I'm making about $1300 a year. The way I work this thing out, if I had died at the end of 1937, my family would have been in a position to receive $45.50; and each year after 1937 the amount of money they'd be entitled to would increase by 3½ percent of what I've earned during the year. Is that right?

Answer: Yes, provided your wages are earned in practically any trade or occupation except agricultural labor, domestic service, government work and a few other jobs that aren't covered by the act.

John: That's what I figured. Now let me ask you another one. If I keep on making $1300 a year for the next six years, I will have earned a total of $7800. If I died then, and left a will, the government would be ready to pay my family just over $270. Right?

Answer: Yes.

John: Then, you can really say that I've got a life insurance policy with the government, which I got without medical examination, and which grows each year that I earn money in those trades you've told me about; so that, if I could earn, say, $1300 a year for the next forty years, I would have total earnings of $52,000 when I get to be sixty-five; and at that date the government would have my life insured for 3½ percent of $52,000, or—let's see—$1720. Does that check with you?

Answer: Right. And what's more, Mr. Pryblzka: if you earn $52,000 by the time you're sixty-five, the government to all intents and purposes sets up a credit of $1720 to your personal account. They start to pay you off at the rate of $52.91 a month, or about $635 a year. This money will come to you monthly as long as you live, even though you may reach 100. But—if you were to pass out of the picture before the government had paid you a total of at least $1720, the unpaid balance would go to your estate.

John: Then why should I keep up my $250 industrial insurance policy?

This same question will undoubtedly be asked by millions of workers as it becomes more widely understood that the federal social security act provides the wage earners of the country with a steadily increasing death benefit; in short, that the federal government has become the largest life insurance company in the world. As of March 18, 1938 some 38 million people had applied to the Social Security Board for account numbers. Assuming that 10 percent of these were duplicates, it seems safe to state that the act today protects some 35 million individual wage earners against the hazards of penniless death and old age, and without the expensive methods used by private companies. If we assume that these 35 million now registered with the board have earned an average of $1100 per capita since January 1, 1937, the government may be said to have on its books a total of some $1,340,000,000 of "insurance in force" or "amount at risk," to make the analogy with life insurance more complete. In fact, the government has torn a page from the companies' books, and is applying to the administration of the act the basic principle of private low cost group insurance—the use of the employer as a premium collector.

Probably no great shrinkage in industrial insurance sales will be noticed until four or five years have passed, as it will take that long for a worker in John's income bracket to build up a governmental equity equal to the protection afforded by a $250 industrial policy.

But so soon as the implications and guarantees of Title II of the social security act are generally brought home to the wage earning population of the country, and when the tax on covered workers reaches 3 percent of their pay, just so soon may we expect to see the twilight of the industrial life insurance business.

Sixty-fifth National Conference of Social Work, Seattle, Wash., June 26-July 2.

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The Common Welfare

Chief of the Red Cross

PRESIDENT Roosevelt's appointment of Norman H. Davis to head the American Red Cross came just in time to permit the annual convention, assembled in San Francisco, to greet the new chairman, successor to the late Admiral Cary T. Grayson. Mr. Davis, who has just turned three score years, entered public life in 1917, and has held many important positions both at home and abroad. Since 1932 he has represented the United States at every notable conference on international problems.

The new chairman is no stranger to Red Cross affairs with which he has long been in touch through his own interest and his personal friendship for the three men who preceded him in the office, Admiral Grayson, Judge Payne and Henry P. Davison. Mr. Davis already has shown that he knows that being chairman of the American Red Cross is no sinecure but a full time job.

Relief Goes 'Round and 'Round

THE price of procrastination and of political muddling in relief is becoming painfully apparent. Chicago and Cleveland have been most in the news but the plight of other cities is no less acute, and that of many more is perilously close to crisis. Illinois had plenty of warning. Months ago the Chicago Relief Administration served notice that funds would be exhausted by May 15. Various citizen groups pleaded and prodded for action by the authorities. By the end of April relief requirements had exhausted the entire city relief fund for 1938, $5,500,000. City officials held that they were unable to levy new taxes. That left the Chicago Relief Administration with only $1,912,132 in state funds to meet the May requirement of $3,380,420 for the case load of about 89,000 families. Instead of a blanket cut in allowances Commissioner Leo Lyons decided to mail checks alphabetically as long as the money lasted. Thus some 55,000 families from A to N got checks for the fortnight ending May 15 and 34,000 from N to Z got only orders for surplus commodities. Presently it was announced that all relief offices would close on May 18 unless legislative action intervened.

Meantime Mayor Kelly sought advice on "painless taxes." Said Governor Horner, "I will let no one starve."

The upshot of all the backing and filling was the closing of the Chicago relief stations and the assembling of the legislature in special session on May 20. Urged by the governor, the legislature voted $4,500,000 additional relief funds for the state, to be available at the rate of $500,000 a month. Chicago's share will be about $329,000 a month leaving a million a month to be scratched for. At this writing the legislature is still in session with the usual political jockeying blocking any forthright approach to essential tax reform. Thus far the legislature has only put a postage stamp-sized plaster on a great open wound.

Relief in Ohio took the spotlight in early May when Cleveland ran out of funds and consigned its 22,000 relief families to surplus commodities, plus milk for children. Dayton, Toledo and Columbus were in the same condition with other cities not far behind.

With its relief stations manned only by staff volunteers, Cleveland, since May 1, has been running on "stop-gap" borrowings from general funds, $50,000 or so at a time. "No one will starve," said Mayor Burton. On May 16 the legislature met in special session and the old urban-rural fight promptly began again. In the face of the crisis the legislature decided to "investigate" and sent a commission to Cleveland to study relief administration and municipal finance and to "check relief" as shown in 500 cases picked at random from the files. Due to complete its work by June 1, the commission was reported on May 27 as asking for more time "to gather valuable data." Said Mayor Burton, as the relief clients lined up with baby carriages and toy wagons for their allotments of "surplus" potatoes, oranges and what not, "We won't take another step. It's the legislature's next move."

Rural domination of the Ohio legislature has persistently prevented the cities from levying special taxes for relief purposes—on beverages and utilities for example. Whether or not the present session will cut this knot and permit the cities to tap new tax resources remains anyone's guess.

A Look at Youth

WITH a youth population of more than 450,000, Minnesota has well over 100,000 young people who are totally unemployed and more than 20,000 who have never had a day's work since leaving school, according to a survey made for the state executive council under the direction of Thomas Minehan, former instructor of sociology at the University of Minnesota. The picture is a grim one.

The survey showed that of the total youth of the state between the ages of fifteen and twenty-five, 34.7 percent are in school, 46.8 have some type of employment, 18.8 percent are unemployed and actively seeking work. The employed group includes many young people working only for board and room, and others working as domestic or farm laborers at less than $10 a month, in addition to board and room.

Other facts revealed by the study were that 5 percent of the families (roughly 20,000) have one or both parents over sixty-five; 13 percent (50,000) are one-parent families, with the mother or father deceased or absent; 22 percent (about 100,000) of the families in the state have a total wealth in real estate and personal property of less than $500. The homes of the youth of the state average 1 1/5 rooms per member of the family for the state as a whole, less than one room per person in the cities. Fewer than 50 percent of all homes have modern conveniences;

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30 percent (nearly 150,000) have no conveniences at all. Nearly 4000 families with young people were found to live in log cabins, and about 5000 such families in trailers.

The CCC appeared as "the greatest provider of work for unemployed youth in Minnesota," with NYA projects reaching many young people and WPA aiding married youths or those with dependents.

Of all these young people, the survey found, less than 2 percent have graduated from college; 97 percent have no vocational training or job preparation of any kind.

Beauty Shop Wages

A MINIMUM weekly wage of $16.50 for women in the beauty parlor industry, which now pays from "nothing in cash" to more than $60 a week, is the recommendation of the Beauty Shop Wage Board, reporting under the New York minimum wage law for women and minors. The board's report shows that beauty shops today are one of the important women-employing industries in the state, with 8000 shops, to be found in every city and practically every town and village, employing nearly 16,000 workers and meeting an annual payroll of $14,472,000. Though they vary greatly in size, the smaller shops predominate.

More than 5200 beauty shop workers were interviewed in the course of the wage board's study. Their median wage is $13.47. While in many shops wages, hours and working conditions are excellent, almost one third of the workers interviewed earn less than $10 a week, and only 15 percent, $20 or more. In many cases tips augment the wages of beauty shop workers, though opportunity for tips is least in "cut rate" shops which cater to a low paid clientele and pay substandard wages to their operators.

Two percent of the women interviewed worked fewer than thirty hours a week, while 5 percent worked over sixty hours. The average full time operator was found to work forty-nine hours, though 24 percent worked fifty-four hours or longer. The wage board recommended a forty-five-hour week, with time and a half up to forty-eight hours, and double rates beyond forty-eight.

At this writing, hearings on the wage board's recommendation are being held in Buffalo, Syracuse and New York City.

So What?

IT all began in Richmond, Va. when the Travelers Aid Society agreed to the fingerprinting by the police of some 321 transient unattached men, the "intake" of two weeks. As a matter of routine the records were cleared at the Federal Bureau of Investigation in Washington, and then the fireworks started.

Of the 321 men fingerprinted 229, it was found, were known to the FBI for one or more of practically all the sins, big and little, of human flesh. Some had served prison sentences, some had been accused of serious offenses, some of drunkenness and vagrancy. But there were the figures, startling enough to enable J. Edgar Hoover, chief of the FBI to point a moral. Said he:

> No honest law-abiding person should object to being fingerprinted as a requisite to receiving relief. Society is furnishing these individuals with assistance and it has the right to demand knowledge of their past activities.

Before Mr. Hoover's pronouncement had cooled, the National Committee on Care of Transient and Homeless and the National Association for Travelers Aid and Transient Service began to get protests. Disapproval was the mildest of the sentiments expressed by social agencies and social workers of a procedure which, they held, violated social work ethics and practice. At a meeting of its board of directors the NATATS came out flatly against the whole business as "undesirable and unsound," emphasizing that "travelers aid societies are not designed to act as crime detection agencies," and concluding that "unless fingerprinting is made a universal requirement for all groups in the United States it tends to isolate and discriminate against the particular group upon which it is practiced."

It is dubious if a proposal so contrary to every American tradition of decency and fairness will get anywhere. But we wish that Mr. Hoover would tell us what he would do with the "knowledge of their past activities" after he got it.

For and Against Federal Funds

THE use of federal funds for adult education (specified in the pending Harrison-Fletcher bill, see page 209) was the issue raised in the annual report of Morse Cartwright, director of the American Association for Adult Education, and the focus of heated debate at the annual meeting of the association at Asbury Park, N.J. last month.

In his report, Mr. Cartwright emphasizes the tradition of education in this country as "a local matter with which each community is rightfully empowered to proceed in its own way," and sees in a federal subsidy the danger of "bureaucratic interference":

> If non-interference with the local control of general child education is important, is not a policy of hands off local control of general adult education doubly so? Facing a growing and almost a dominating interest in the social sciences, adult education must deal with current issues involving governmental policy. . . . If demagogues should seize the reins of a Washington bureaucracy and should wish to direct the content of educational discussion by pressure upon the purse strings . . . would they not find a federally supported program of education a perfect tool for fascism, communism, or any extremism, or a perfect support for any sorely tried political party in power seeking to perpetuate itself?

A resolution embodying this point of view was presented to the annual meeting, but was withdrawn by the resolutions committee in the face of opposition from the floor led by Carl Milam, secretary of the American Library Association. Later, however, a resolution was adopted expressing "hearty approval" of the director's report. The inconsistency showed that adult educators are of at least two minds on the issue.

Court Ruling

CIVIL service scored in Arkansas recently when the state supreme court ruled that county welfare personnel must be appointed from the eligible list maintained by the state personnel department. The case arose as a result of a ruling by the attorney general that even though county workers were paid by the state they were not employes of the state, subject to state civil service standards. This ruling was challenged in a friendly suit strongly backed by the Arkansas State Chapter of the American Association of Social Workers. The high court decision assures a county personnel with standards established and tenure protected by state civil service regulations.

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The Social Front

Relief

IN late April when relief crises were rearing their heads in various cities of the country, when the American Association of Social Workers had made public its conclusion, based on a survey of actual conditions in twenty-eight states, that relief allowances in many areas are "shockingly low," the American Institute of Public Opinion polled a carefully selected cross section of voters with the question, "Do you think that people on relief in your community are getting as much as they should?" The inquiry reached into all sections of the country to people in all income levels, including those on relief, in proportion to their numbers in the population in each state.

The tabulation of answers showed that, the country over, nearly three voters out of four—71 percent to be exact—believe that people on relief are getting enough. The political complexion of the voters had little to do, it seems, with their opinions. Of the "reliefers" interviewed 27 percent thought the allowances as large as they should be; 73 percent thought they should be increased. Says George Gallup, director of the institute, "The survey underlines the long tug-of-war between the advocates of higher relief standards and the general public, and it demonstrates clearly that while relief has been accepted in principle the public has not been sold on the idea of a better standard of living for the unemployed."

News Briefs—When general state assistance succeeded local outdoor poor relief in Pennsylvania the first of the year all cases under local poor boards were required to make a new application and were investigated for eligibility and need by the new county boards. Of the 20,191 cases under the old boards, 536 were already receiving general assistance and were continued; 2722 did not apply; 790 withdrew their applications and 5010 were rejected. In all 11,133 survived the test and were certified for aid.

The Municipal Bureau of Social Service of Louisville, Ky. has barred from supplementary assistance a family "enjoying" an income equal to $14 or more a month. This affects all families regardless of size or source of income—families with a son in the CCC for example, or with a child receiving as much as $15 a month from the NYA. In a shake-up of the bureau last winter and spring following a change in the city administration, Elizabeth M. Fike, who had directed it for four years, was unceremoniously shaken out with the official reason that she was running the public agency by private agency standards.

After much huffing and puffing New York City got itself some new relief taxes and rescinded the 10 percent cut which, as it turned out, was imposed for only two weeks. By means of a new tax of a cent a package on cigarettes and increased taxes on restaurant checks and certain businesses the city expects to raise the $10 million it lacked to meet a relief budget estimated at a minimum $71 million. Relief applications in the city are 41 percent above last year, with the rate of acceptance remaining at about 55 percent.

The New York Association for Improving the Condition of the Poor reports that more than a fourth of the 19,147 families it aided last year—28.7 percent to be exact—were receiving assistance from public relief agencies. This was in no sense a duplication of effort, however, since the AICP supplied health care, psychiatric treatment and special services which the public agencies could not supply. The AICP'S expenditures for relief dropped sharply last year but the "saving" was taken up by increases for health, fresh air and old age activities.

Worried Washington—Among the various current relief crises, that in the national capitol has escaped general notice. For two years the congressional appropriation for relief in the District of Columbia has been so limited that the public assistance division of the Board of Public Welfare has been forced to reject the applications of all employable cases. Moreover, the appropriation for the fiscal year beginning July 1 has been cut $400,000 below the appropriation for the current fiscal year. This will necessitate dropping from the rolls about 900 unemployable cases.

Meantime, at the request of agencies which favored and others which opposed additional relief funds, "an investigation of public relief in the district" was authorized by Congress under the supervision of Representative Ross Collins of Mississippi and Senator Elmer Thomas of Oklahoma, chairmen of subcommittees of the Senate and House Committees on Appropriations. These gentlemen delegated responsibility to an unpaid committee of three Washington citizens, who have employed Burdette G. Lewis, at one time with the American Public Welfare Association, to do the investigation. The report must be completed by August 1, by which time Congress presumably will have adjourned. Thus, should the findings favor increased appropriations, no action is possible until after Congress reconvenes in January. The investigation is to cover "the extent of unemployment; the need for all types of relief; the extent to which existing agencies are meeting both the unemployment and relief situations; the adequacy or inadequacy of individual grants; the characteristics of cases receiving assistance from public agencies; the policies and procedures of public administrative organizations, including the adequacy, qualification and competency of personnel. . . ."

Compensation and Relief—Little by little an outline is beginning to emerge of the effect of unemployment compensation on the relief rolls. In Philadelphia, Saya S. Schwartz of the County Board of Public Assistance has made an analysis of the closing in March of some 3200 relief cases due to receipt of unemployment benefits. This was the second month of the operation of the compensation program. In addition to the 3200 cases closed there were over 500 additional relief cases where the compensation was so small that it had to be supplemented with relief. The average weekly relief grant to the cases closed during March was $8.21; the average weekly unemployment compensation, $11.24. About two thirds of the cases had gone on the relief rolls after January 1 when the filing of compensation claims began, indicating that assistance had become necessary during the waiting period. By the end of March 400 cases closed in January and February had exhausted their benefits and returned to relief. About 25 percent of this group had had benefits for only one to two weeks, 40 percent for three to four weeks and the remaining third for five to six weeks. This short duration of benefits, says Mr. Schwartz, "is obviously a result of short term jobs or low weekly wages in 1937."

The Pennsylvania Department of Public Assistance reports that during the second week in May, 4042 cases were opened throughout the state on account of cessation of benefits. Of these 1797 had not been on relief rolls when benefits began. During the same week 1596 cases were closed on account of benefits beginning.

In New York City welfare officials report that in the first two months 3500 cases left the relief rolls because of compensation payments but that in the instance of 1500 additional cases the benefits had to be supplemented with relief. The cases dropped represented about the number added weekly to home relief. Officials believe, however, that compensation payments have warded off a precipitous rise in applications, though they fear that most of the cases closed on

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account of such payments will have to be reopened after the relatively short period of benefits is exhausted.

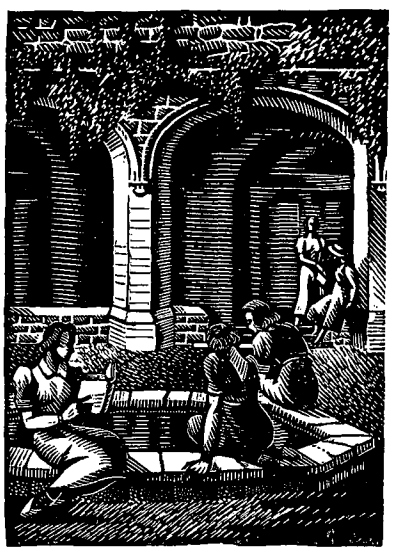
In a published interview in mid-May Harry L. Hopkins, WPA administrator, was quoted as predicting that a considerable number, if not all, of the 800,000 or so persons now receiving compensation benefits would be added to the relief rolls at the expiration of the benefit period of fourteen weeks or less. . . .

Just a "Local Idea"—A flurry of newspaper headlines told the world recently that the welfare director of Genessee County, Mich. was urging the unemployed of Flint to leave town "if they have any place to go," and, in extreme cases was assisting them to do so. "Deportation" was implied if not stated. Quick to catch the significance of such a policy the Committee on Care of Transient and Homeless wired state welfare officials, in effect, "How come?" To which came prompt reply: "This was idea of local administrator who will not be able to put it into effect. State organization does not approve wholesale deportation."

For Statisticians—The fundamental principles involved in the compilation and use of cost data in relief administration were discussed by Anne E. Geddes of the Social Security Board in a notable paper given at the Indianapolis meeting of the National Conference of Social Work. This has now been expanded and is published as No. 2 of a series of papers by the Joint Committee on Relief Statistics of the American Public Welfare Association and the American Statistical Association, Ralph G. Hurlin, editor. (Preparation of Valid Statistics of the Cost of Relief Administration. 12 pp. Price 10 cents from the APWA, 1313 East 60 Street, Chicago, or the ASA, 722 Woodward Building, Washington.)

Youth and Education

A STUDY of rural young people and their situation today, covering youth in 304 counties in 31 states and in 83 New England townships is summarized in Rural Youth on Relief, by Bruce L. Melvin (WPA Research Monograph XI). The survey indicates that the plight of youth in the low income strata of rural life is largely the result of long time trends in agriculture, including the depletion of soil fertility, overcrowding of the land, and in some areas, a system of farming not adapted to the region. In the last five years more than two million rural young people in this country are estimated to have received some form of government aid. This report points out that national recovery, as reflected in an upturn in industrial and business activity, will not necessarily mean "recovery" in the farming areas. The report holds that government aid, unrestricted by emergency regulations is needed in solving the long term problems affecting rural youth. Even the emergency programs, limited largely to youth on relief, have overlooked the needs of a vast number of young people in marginal families not on the relief rolls. The report emphasizes the need for "coordinated planning both by such permanent rural institutions as the extension service, the church and the public schools and by the agencies developed during the depression."



Summer schools have become an important feature of the workers' education movement in this country. The pioneer Bryn Mawr School for Women Workers in Industry will hold its eighteenth session, July 11 to 31. Both men and women will attend the Southern Summer School at Asheville, N. C., July 21 to September 1; the Summer School for Office Workers in Chicago, July 3 to 30; the Pacific Coast School for Workers at Berkeley, June 25 to July 23; and the summer session of the Wisconsin School for Workers.

Wisconsin Apprentices—Thirteen University of Wisconsin students have thus far been chosen to serve apprenticeships in the state service under Governor Philip La Follette's student career plan. They will start work July 1. The first group of public service apprentices were chosen by committees representing the university faculty and state department heads. The apprentices have been assigned to the highway department, agriculture and markets, public service commission, mental hygiene division of the public health service. They will serve an apprenticeship of two years at the end of which time, if they desire to continue in the state service, they must take and pass a civil service examination for the positions they hold. Under the plan each apprentice enters into a contract with the university whereby he borrows a sum not to exceed $400 and pays this back from the salary he earns as a public servant. Salaries will range from $100 a month upward. A student may leave the service at any time he wishes after repaying the loan. While working, the apprentices will attend certain classes to acquaint them with the workings of various state departments and give them background for their jobs.

"All the Children"—The product of education, rather than the process, is emphasized in the beautifully illustrated annual report of Harold G. Campbell, superintendent of schools, New York City. The report exhibits the artistry and handwork of the children themselves, and aims to show what is being done to solve the problem of varying the courses of study, particularly in the secondary schools, to meet the needs of the vastly increased number of students. "We believe," Dr. Campbell states, "that every child has ability of one kind or another. We seek to discover that ability and develop it to the fullest extent." The report includes an original piece of music by a highschool student; two short stories and three poems written in English classes; examples of student work in painting, sculpture, interior decoration, furniture design, art metal, rug weaving, dress design, millinery, journalism and photography; work done by children of retarded mental development. These samples of work represent the city's entire school system from the kindergarten through secondary school.

Summer Laboratory—The fifth annual session of the summer laboratory on social industrial conditions in Greater Boston will be held July 4 to July 30. Sponsored by the Metropolitan Student YWCA, the laboratory offers a limited number of college men and women from all over the country the experience of making a firsthand study of a typical urban community. Included in the program is opportunity for each student to do regular supervised field work with a social agency or labor organization of his own choosing. A number of social agencies, settlements and trade unions are cooperating in the program. Details from the summer laboratory, 410 Stuart Street, Boston.

Aid to Education—A new bill providing aid to education and based on the recommendations of the President's Advisory Committee on Education has been introduced in Congress as a substitute for the Harrison-Fletcher bill. The new measure (S.419) differs from the original bill in five respects: it begins with an initial appropriation of $72 million, increasing to $202 million, as compared with $100 million to $300 million; instead

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of one lump-sum grant to the states for educational purposes, it provides for seven specific grants for public schools, teacher training, buildings, state departments of education, adult education, rural library service, educational research and demonstrations; funds are to go to the states in inverse proportion to their financial resources, and in direct relation to the number of inhabitants to be affected by the various services; the state superintendent of public instruction or state commissioner of education will prepare with the U. S. Commissioner of Education a plan for the expenditure of federal funds within the state; the original bill was a permanent authorization, while the new measure would authorize grants only for the six-year period 1939 to 1945.

N.E.A. Meeting—Thousands of teachers and school administrators will gather in New York City June 26 to 30 for the seventy-sixth annual convention of the National Education Association. The general theme of this year's meeting will be "The Responsibility of Education in Promoting World Citizenship." Convention headquarters will be in the Pennsylvania Hotel.

Student Health—A preliminary report of a survey of health of college students by the American Youth Commission calls for more adequate campus health programs. The survey, conducted by Dr. Harold Diehl, dean of medical sciences, University of Minnesota, and Dr. Charles E. Shepard, Stanford University, covered 551 colleges and universities throughout the country. The report defines two general classes of student health problems; those from deficient care and education in pre-college years; those associated with the college environment itself. The value of a complete health examination at the time of entering college is shown by the fact that in fifty-six institutions where tests for tuberculosis have been given as a matter of routine to all freshmen, approximately one third (34.5 percent) are shown to be infected, though only to a slight degree, with the disease. A health examination is of little value, the report points out, unless it is followed up by correction of faulty health habits and, where possible, of physical defects revealed. The report stresses the need for a complete college health program, including a student health service for individuals, a campus public health service for the student body, classroom instruction in health matters, physical education as a health activity.

Compensation

UNEMPLOYED workers in Connecticut receiving compensation benefits are spending the money for necessities according to Commissioner of Labor Joseph M. Tone, who had a representative number of cancelled checks scanned. It was found that 22 out of every 100 checks went to the grocer, 6 out of every 100 to the butcher, 6 to the milkman. Most of the others were cashed by cobblers, bakers, coal companies and department stores.

Relief and Benefits—A special committee on relations between unemployment insurance and relief agencies has been appointed by the New York State Advisory Council on Unemployment Insurance. The Division of Placement and Unemployment Insurance has been furnishing the state Department of Social Welfare with the names of persons applying for benefits. Welfare officials find that they need further information to prevent "relief chiseling" on the part of some recipients of benefits. The purpose of the new committee is to determine what further information can be supplied and to work out procedures between the two agencies.

Emergency Measures—To clear up delinquent claims, the Massachusetts Unemployment Compensation Commission plans to suspend the present procedures and allow applicants for benefits to submit affidavits from their former employers as proof of past earnings. . . . In New York, affidavits from trade union officials and fellow workers are being accepted to expedite proof of claim in certain cases.

Movie Censorship—Officials of the American Federation of Hosiery Workers, meeting in national convention in Charlotte, N. C., refused to permit a showing of "Today's Frontiers," a motion picture sponsored by the Social Security Board, according to a United Press report. The union officials held that the film failed to present "a true picture." Lawrence Rogin, the union's educational director, was quoted as saying: "Many delegates have been waiting for two months and more for compensation checks and they would not sit quietly through a picture showing two out of three unemployed workers getting jobs within two weeks of being fired, and the third getting his check exactly on time."

Rulings—In South Carolina, the unemployment compensation administrator announces that persons working in chain stores or other chain establishments in which the combined personnel of the various units totals eight or more are engaged in "covered" employment under the state law. . . . The Unemployment Insurance Appeal Board in New York has ruled that persons who perform factory work in their own homes for outside employers are insured employes as defined by the state law. Under this ruling, homework employers are required to contribute to the unemployment insurance fund on the same basis as for other employes. The decision will affect some 43,000 homeworkers engaged chiefly in the glove, children's wear, women's apparel and household supply industries. . . . The Division of Placement and Unemployment Insurance in New York will now pay benefits to workers who acquired benefit rights in New York but are no longer living in the state. Applicants are required to report at public employment offices in the districts in which they now live and to submit a statement of "continued unemployment."

Administration—Many states report that lack of funds for administrative purposes is handicapping them in paying unemployment insurance benefits and in record keeping. The congressional appropriation for administration of state unemployment compensation laws for the present fiscal year was $38 million, based on estimates drawn up in August 1936. The administrative load proved to be much heavier than was anticipated. As a result, there remained available for grants to the states for the final quarter of this year $8 million against estimated expenditures by the states of some $15 million. The President has recommended to Congress a supplemental appropriation for grants to the states for the final quarter.

In presenting its request for funds for the fiscal year 1938-39 to the Bureau of the Budget, the Social Security Board requested an appropriation of $54,039,000 for state unemployment compensation administration. After several hearings, the board was notified that the Budget Bureau would recommend an appropriation of $40 million. The board has submitted to the Bureau of the Budget a proposal for an amendment to the social security act which will increase the amount authorized to be appropriated for unemployment compensation administration.

Railroad Bill—A separate system of unemployment insurance covering about one million railroad employes is proposed in a bill introduced in Congress by Senators Wagner of New York and Wheeler of Montana and Congressman Crosser of Ohio. The proposed plan would be administered by the Railroad Retirement Board. Unlike the present state systems, the railroad measure would set up flat benefits based on six wage classes. Benefits would range from $1.75 a day for those who had earned up to $200 in the base year, to $3 a day for those with earnings of $1300 and over. Benefits are limited to eighty days in any twelve-month period, and are to be payable for each day of total unemployment over seven in any half month. Employers contributions, payable after July 1, 1939, would be set at 3 percent of wages on the first $300 a month paid to an employe. Workers would not contribute. Taxes would be placed in a pooled fund, 90

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percent to be maintained, like the state unemployment insurance accounts, in the Treasury in a benefits' account, and 10 percent in an administrative fund.

Bulletin—A monthly magazine covering current operations under the various titles of the Social Security Board is the latest project of the bureau of research and statistics of the Social Security Board. The first number—94 pages of text, charts and statistical tables—deals with administrative developments and research in the field of social security. The *Social Security Bulletin* is primarily intended as a link between the board and the federal, state, and local agencies concerned in its program, but in plan and content it also offers much of interest to the general public. The new publication is under the general direction of Ewan Clague, head of the bureau of research and statistics. Its editor is Mary Ross, formerly associate editor of *Survey Midmonthly* and *Survey Graphic*.

Old Age Assistance

SOME facts for the consideration of those who hold that old age assistance and insurance are endangering personal initiative and family responsibility are presented in the first issue of the *Social Security Bulletin,* new fact magazine of the Social Security Board. [See preceding paragraph.] Findings of a survey by Marjorie Shearon of the board's research bureau indicate that only about a third of the nation's 7,816,000 persons sixty-five years old and over are able to maintain themselves through current earnings, pensions, savings or other resources. Among the third listed as "self-dependent" (some 2,746,000 persons), Mrs. Shearon estimates that about half actually rely in some degree, upon assistance from relatives and friends. Among the dependent two thirds (5,070,000 persons) about 70 percent are supported primarily by relatives and friends and a total of 1,590,000 through government and private aid programs. Thus, with old age assistance programs under way all over the country about six million persons, or 77.5 percent of the country's aged are shown to be deriving part or all of their support from the family circle, and only about a sixth really achieving self-support after sixty-five.

Fiscal Procedure—When, in the summer of 1937, Illinois was dropped from the list of states qualified to receive federal grants for old age assistance under the social security act, a major cause was the state's failure to meet Social Security Board standards in accounting, record keeping and business management. John C. Weigel of the State Department of Public Welfare was Governor Horner's choice as efficiency engineer to set the fiscal machinery in order. He was made acting director of the division of old age assistance and given a free hand. Mr. Weigel gave the title "acting director" more than its customary meaning. He acted with such promptness and thoroughness that by November 18 an entire new plan of fiscal control was running smoothly, reinstating Illinois in the graces of the Social Security Board and restoring to 121,897 aged citizens a security which had been sadly shaken by the July crisis. A brief compact outline of the present procedure has just been published by the department under the title, The Illinois Plan of Fiscal Control in the Division of Old Age Assistance. Mr. Weigel and his assistant supervisor, Fletcher C. Kettle, are co-authors.

The new plan fixes responsibility for every payment of public money, wipes out duplication by the use of a state-wide index, saves time and errors by the use of automatic, self-checking machinery, makes possible a daily or monthly inventory in each county, streamlines operations from application to acceptance by a "straight line flow" of procedures, gears each step into each other step and relates business management to social service in a reasonable and possible way. Mr. Weigel gives the credit for his swift and competent housecleaning to a dedicated staff who "gave up Saturdays, holidays and vacations, working overtime beyond all reasonable hours" to put the new plan into effect in record time.

Kin Folk—The Colorado State Welfare Department is reported as ruling that any person meeting the eligibility requirements for old age assistance is entitled to it regardless of the financial condition of his children. The ruling followed a much publicized "revelation" that the mother of a state supreme court justice was receiving an old age allowance of $40 a month.

Governor Lehman of New York vetoed a bill passed by the legislature amending the public welfare law to relieve grandchildren of the responsibility of caring for grandparents. In his veto he said: "I believe this measure would effectuate a bad social principle and policy. A grandchild is an integral part of the family group and has a definite responsibility as a member of the family. He should not be legally divorced from that responsibility. A removal of this responsibility by law would be another step in weakening the integrity of the family as a unit and of lessening a sense of family responsibility, which, unfortunately, has already become greatly weakened in recent years."

Oklahoma Funds—Oklahoma at this writing is still cut off from federal social security funds. [See *Survey Graphic,* April 1938, page 203.] Governor Marland's suggestion that he would accept the resignations of the members of the State Public Welfare Commission if they were submitted met with no response on the part of the commission. Mrs. B. E. Chaney and C. H. Hyde, members specificially cited in the hearings before the Social Security Board as interfering with state and county personnel, declared they would not resign, even if their resignations were requested. Under the social security amendment to the Oklahoma constitution members of the commission are appointed for nine-year terms and are not removable. At this writing the state body has made a second appeal for the resumption of federal funds. The more militant members of the commission are reported to hold that this will be a final appeal, and that if it fails, an effort will be made to secure presidential action or possibly legal procedure to "force" the Social Security Board to resume grants for public assistance.

States Report—The Social Security Board's policy of collecting uniform statistical reports from states operating old age assistance programs has resulted in valuable social data in the current crop of annual reports from state departments of welfare and social security.

Tabulations of Michigan's 1937 old age assistance data showed assistance payments ranging from $5 to $30, more than half of them in the $16 to $20 range. Less than 2 percent received under $10; 17 percent received more than $20. Nearly three quarters of all this group of Michigan aged live with relatives, fewer than 16 percent alone. This tends to lower the average of monthly payments. For example grants under $16 were given to 30.1 percent of those living with relatives in family groups, but to only 19.7 percent of those living alone and to only 16.4 percent of those living in households of non-relatives. Even more significant to the average amount of assistance grant is outside income. Nearly 85 percent of all those aided through Michigan's old age assistance program had no outside income. About 5 percent received income also from real property and these received markedly lower assistance grants. Another 10 percent of cases drew private income from veteran's or employer's pensions, trust or insurance annuities, income from investments or wages. Less than half were married persons and about a sixth had spouses also receiving assistance.

From Wisconsin's analysis of old age assistance cases during the last fiscal year, the Public Welfare Department's quarterly *Review* draws a picture of the average recipient: "About seventy years old, native born, without other income. Not a recipient of other public aid in month previous to acceptance for old age assistance. Living with relatives, none of whom was receiving public aid. Receiving a grant of $19 a month. Physical condition, fairly good; married or

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widowed. This person will receive old age assistance for the rest of his life." Wisconsin's highest monthly grant was $30, its lowest $3; 75 percent of all grants were over $26, less than 25 percent below $16. Almost 52 percent of Wisconsin's 6360 persons accepted for old age assistance during 1937 were under seventy years old; nearly 25 percent more were less than seventy-five. Only 128 were bedridden.

The New York State Department of Social Welfare has kept monthly statistics since 1931, when its old age security law became effective. A recent study covered 30,952 cases accepted for old age assistance and 6588 whose cases were closed during the first six months of 1937. The percent of native-born recipients, statewide, was 63.9; in New York City only 50.7; in the state exclusive of New York City, 81.2 percent. Russians predominated among the foreign born, followed by Italians, Germans and Irish. Of the entire group, 88.7 percent were sixty-five to seventy-four years old. Only 6.4 percent were Negro, with a very small number from other races, predominantly Indian. In this New York "sample" of old folks accepted for assistance, 38.1 percent were married and living with their spouses; 39.7 percent widowed; 5.9 percent separated; 1.4 percent divorced or legally separated; 15 percent single. More than half of the recipients had received some form of public or private relief within thirty days of application for old age assistance.

Cooperation for Health—The Sussex County, N. J. Welfare Board and the County Tuberculosis League have agreed to a cooperative plan for X-ray examinations of the more than 300 old age assistance clients in the county. The league will undertake to bring as many as possible of the old folks to the diagnostic clinics and they will be examined along with the "positive reactors" from the highschools of the county.

Insurance

IN line with the recent suggestion by President Roosevelt, the Social Security Board is reported to be studying a benefit system for widows and minor children. While no definite plan has been drawn, one program under consideration would provide monthly payments between $10 and $20 to minor children, while a widow would be given monthly benefits for life on reaching the age of sixty, receiving between $20 and $40 a month. An alternative plan would grant a widow benefits for a specified number of years immediately after her husband's death, instead of old age benefits. Such payments would be distinct from the present provision of public assistance for dependent children.

Reports on Accounts—Beginning July 1, the Bureau of Old Age Insurance of the Social Security Board expects to be able to furnish up-to-date statements of the wages recorded to the account of any of the 38 million "policyholders" who desire such an accounting. Consideration has been given to the possibility of issuing routine periodic statements to all persons on the old age insurance lists, but no feasible method of doing this has been developed, because of frequent changes of address. To the middle of March, records covering the earnings of 25 million workers had been sent to the board. Since that time, wage record cards have been processed at the rate of 850,000 a day.

Employer Reports—A marked reduction in the number of employer reports required by the Treasury Department in connection with the administration of federal old age insurance has been effected through a new form which combines tax returns and wage reports. The form, known as SS-1a, not only simplifies the reporting required of employers, but is a decided help to the government in record keeping. It is quarterly, with space for both purposes on the same sheet, and was first returnable April 30, for the period January 1 to March 31. It takes the place of the monthly tax return and the semi-annual information return previously required. The new form was worked out by the Bureau of Internal Revenue and the Social Security Board, and is proving a special boon to operators of small establishments, who usually do their own bookkeeping. Returns for 1937 from over 1,700,000 employers, showed that 95 percent had twenty or fewer employes, many only one or two.

Child Welfare

FIFTY years ago the Child Study Association of America had its beginnings as the Society for the Study of Child Nature. Now, as a part of anniversary activities in coming months of 1938, the association has announced a many-sided plan to educate the public on improved methods of rearing children.

An anniversary platform which shows the association still true to its original christening includes: "focusing public attention upon gains made during the last fifty years toward a deeper understanding of childhood and parent-child relationships; examining and appraising contributions made by the various arts and sciences . . . stimulating creative thinking as to how such knowledge may be made available to a larger number of parents."

The association is holding some preliminary meetings during the summer, and planning a varied program of activities for the coming fall and winter. The plans include a two-day conference; an anniversary dinner; an institute; an exhibit contrasting methods and ideas in education and child training fifty years ago and today; and a special anniversary number of the association's magazine, *Child Study*.

A Thousand Foster Homes—The Jewish Home Finding Committee for Jewish Children in New York City has launched a campaign to locate a thousand foster homes for children, in many cases dislodged from their own homes by depression conditions and with an experience of life only "on relief." The committee reports that not only is the need of these stranded children imperative but filling it probably will be difficult. Foster parents "with a special talent for parenthood" are sought and the committee has emphasized that income is not the test of suitability. The three Jewish foster home placement agencies which are participating in the committee's plan will provide board, clothing, medical and dental care. But the foster mothers and fathers are expected to provide the all-important atmosphere of home care and protection.

News Briefs—The lion's share of the work done last year by the Henry Street visiting nurses, says Katharine Faville, general director, was made up of maternity cases and visits to very young children. Altogether 180,277 visits were made to 33,419 maternity cases and 61,488 visits to 14,288 new babies.

An important new feature of the work at Bonnie Brae Farm for Boys, Millington, N. J. is a guidance program developed under the direction of Edgar A. Doll, consultant on child training of the Vineland, N. J. Training School. The work, carried on by George W. Fraser, resident child guidance supervisor, is planned as preparation for the increased demands for skill and emotional balance which the boys will meet in the modern business and industrial world.

The National Federation of Day Nurseries and the Association of Day Nurseries in New York have been merged under the name, National Association of Day Nurseries, with headquarters at 122 East 22 Street, New York. Since the aim is to raise the standards of care in day nurseries, now often short on modern knowledge of child training, member organizations will have to meet certain definite qualifications for admission.

Hard of Hearing—The American Society for the Hard of Hearing has completed a nation-wide survey of the hearing of thirty million American school children, which revealed through school tests that three million of them have defective hearing. The situation is the more serious because the majority of the children and their parents are not aware of the defect or of its importance as a

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cause of anti-social tendencies, inferiority complexes, school and social difficulties.

The society has formed a national committee including representatives from its member leagues in 108 cities to conduct a public education campaign not only for case-finding but for prevention, correction and improvement of defective hearing among children. Cooperating with the ASHH in the project are the American Medical Association, National Education Association and federal agencies including the Children's Bureau, Bureau of Standards, Employment Office and Office of Education.

Estelle E. Samuelson, director of New York City's WPA project for teaching lip reading and secretary of the New York League for the Hard of Hearing, reports that of more than a million children in the city's public grade and high-schools and parochial schools who had hearing tests, about 7 percent were found to suffer from loss of hearing. One and a half percent were in need of otological treatment and at least 10,000 required special educational help. The WPA project aims not only to find cases but to institute the proper corrective measures and to teach lip reading to children whose hearing impairments cannot be corrected or are likely to become worse.

The North Carolina State Board of Health recently purchased an audiometer to measure the hearing of children and plans an extensive survey of the school children of the state. Recently, laws making hearing tests in schools compulsory were passed by New York (1937) and subsequently by California, Maine, Texas, Oklahoma, Massachusetts, New Jersey and Pennsylvania.

Against Crime

A BROAD review of today's crime problems in America, some of their causes and attempted cures came out of a recent planning meeting of the board of directors of the American Prison Association, in preliminary session for the association's congress at St. Paul, Minn. next October. Most of all, these penologists from twenty states emphasized that increased public interest and action are necessary; that hysteria must be replaced by a sound, well-balanced and persistent approach toward crime reduction.

As for parole, the association has found only six or seven states and the federal government to have what could be called scientific and suitable parole methods. By enlisting public interest it is hoped that more uniform parole laws, measures to assure adequate and qualified personnel and provision for supervision, may be achieved.

The prison labor situation and the current overcrowded condition of prisons were brought out. A recent calculation disclosed that sixteen prisons located in thirteen states now hold 42,500 prisoners in quarters designed to accommodate 27,000.

The association's committee on jails reported a survey which found 3700 county and city jails and 10,000 local lockups in use today, nearly all of them independent units. Through these in 1937 passed over a million individuals. Basing the opinion upon individual inspections, the Federal Bureau of Prisons estimates that almost 50 percent of these do not meet minimum standards. The board made a "reluctant statement" that "the prison system will remain a school of crime until an alert, intelligent and organized public opinion strikes the existent calm of public interest."

Here and There—Wichita, Kan. is making extensive use of the "lie-detector" or polygraph. Last year Wichita tested 1551 persons, found evidence of deception on the part of 363 of these, and insanity in fifteen. Police obtained confessions from 211 persons and prosecuted fifty-one others on the basis of the tests. Wichita police examine all who are detained, vagrants as well as suspects. Last year Michigan state police and Berkeley, Calif. city police used the lie detector in their regular routines. . . . There were in 1937 thirty-three fewer murders and manslaughter cases in New York City than in 1936, but an increase in other crimes. Burglaries increased over the preceding year by 759; cases of felonious assault by 341; assault and robbery by thirty-six. Part of the increase is attributed by Police Commissioner Valentine to strikes, labor disorders, burglaries committed by youths and sex offenses, each of which classes was larger than in 1936. . . . New York next September will close one of its three remaining probationary schools in the city system because modern treatment of problem cases has reduced the number of "bad boys" and truants, school officials report. Probationary schools no longer are considered places of punishment, they say, but are used for rehabilitation.

Children's Courts—Reporting on statistical observations of children's courts in New York State, compiled since 1931 by the state division of probation, May H. Raymond, in a recent issue of *Correction,* states that study of the total cases does not suggest any increasing trend in delinquency cases. Each year's annual reports showed a growing tendency of judges to settle more children's cases without formal court action.

Although the code of criminal procedure defines a delinquent as "any child over seven and under sixteen" who offends in specified ways, within five years the cases of 102 children between ages three and seven were brought into New York children's courts as delinquent. Their "offenses" were such as picking flowers, quarreling, calling names and throwing stones. In one case the petitioner was an adult who charged that a three-year-old child had called her names. After a hearing, the case was dismissed on recommendation of the woman's counsel.

"The main reasons for which children appear in children's court do not vary in their order from year to year," says Miss Raymond. Stealing is the most frequent offense for delinquent boys (55 percent of cases in 1936); carelessness or mischief lies at the base of the next group of cases; truancy and "being ungovernable" follow, in much smaller numbers. Sex offenses were charged against only 1.8 percent of boy offenders of the group studied last year. Girls appear as delinquents primarily for truancy (29.1 percent of cases in 1936); next, "being ungovernable" (25.4 percent); and sex offenders (15.4 percent.) In 1936, 37.2 percent of the cases of delinquent children brought before children's courts in New York State were put on probation; 32.8 percent were dismissed; 17.7 percent committed to institutions.

Jail Association—Carrying forward the efforts of the American Prison Association's committee on problems of county jails and short term prisoners, a National Jail Association has been organized. It will work closely as an affiliate with the APA, but will have its own officers and, in addition to meeting with the association, will hold regional gatherings. The purpose of the new association is "to band together all those concerned with or interested in the custody and care of persons awaiting trial, serving sentence, or otherwise confined in jails, with a view to improving the conditions under which such persons are dealt with." All interested persons, official or unofficial are eligible to belong.

The Public's Health

ALONG with its other findings on the state of the country's health, the National Health Inventory checked up on the extent and nature of dental care in the general population of a large city. At the request of the Medical and Dental Bureau of Wayne County, Mich., Detroit was selected for the study. A house-to-house canvass covered 70,544 persons, a carefully selected "sampling" regarded as representative of the city's population.

Of all the persons interviewed, one third had seen a dentist within a year before the date of canvas. This varied greatly with the socio-economic class. The average among professional people was found to include 42 percent who had seen a dentist within the year; among unskilled workers, 16 percent; among Negroes as a group, 8 percent. There was marked difference in frequency of visits to the dentist by age groups. Be-

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ginning with a "low" among those three to five years old, only 7 percent had had dental treatment within the year (excluding visits for extraction only); of the fifteen to nineteen-year-olds, 31 percent; while among those over sixty-five years, the number fell to 6 percent.

The total amount of dental care received was preponderantly for extractions or fillings, again showing characteristic differences by age. In the case of extractions, a large difference was evidenced by socio-economic groups, the higher percentages being among the lower wage groups. All other percentages showed the reverse, the white professional class having about three times as many fillings as the unskilled, and an even greater lead over the number of Negroes who received such care.

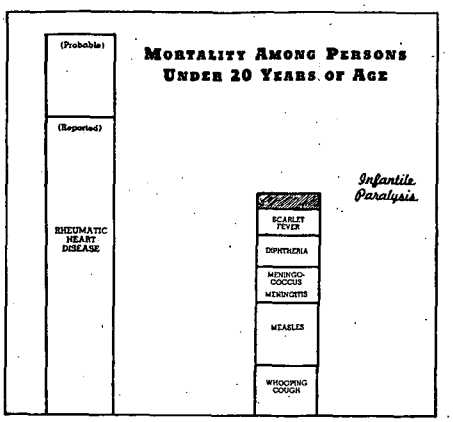
AHA Approval Day—Forty hospital care insurance plans recently were given official approval by the committee on hospital service of the American Hospital Association. "Approval meetings" were held simultaneously in forty cities to celebrate the announcement of this step. Approved plans have measured up to fourteen standards set up by the AHA which emphasize administrative, actuarial and service points. More than a million and a half persons in the U.S. now are enrolled in non-profit community hospital service plans.

New York City's Associated Hospital Service at last announcement had 660,000 subscribers and recently widened its benefits from twenty-one to thirty days of semi-private hospital care, and a one third discount instead of one fourth on semi-private hospital charges after thirty days.

Cast Out Fear—Chicago psychiatrists and social workers are observing with keen interest the development of a unique little organization called the Association of Former Patients of the Psychiatric Institute of the University of Illinois. It consists of some seventy or eighty persons of all ages, discharged from the institute as recovered, who meet one Sunday morning a month for the three-fold purpose of helping the staff of the institute in its follow-up study of cases, of helping overcome the negative attitude of the public toward persons recovered from mental illness and of helping some of their own number find jobs.

The association grew out of weekly meetings of patients at the institute for the discussion and evaluation of their own delusions. This group therapy seemed so helpful that a plan evolved for meetings after discharge to which the ex-patient could bring a friend or relative. The idea of an association for interpretation and mutual welfare was a natural sequence. A member of the institute staff is present at the meetings to participate in discussion.

In addition to the Sunday morning meetings a study group of ex-patients meets once a month at the institute to discuss their problems of adjustment with the psychiatrist. One of the most common of their difficulties is the lack of confidence in their recovery and of frankness in talking about it on the part of their families.



Another of Youth's Enemies—Through an internationally broadcast radio program, the American Heart Association recently directed public attention to "the constant menace of rheumatic heart disease," and pointed to an annual total of at least 40,000 deaths from this cause in the United States at an average age of thirty. Four prominent physicians who spoke [see *Survey Midmonthly*, April 1938, page 119] deplored the surprising lack of institutional facilities for prolonged care of children crippled by heart disease. Dr. Howard Haggard of Yale University, in introducing the speakers, stated that today this disease "destroys more children of school age than any one ailment." As an encouraging factor it was noted that "of one thousand young patients given prolonged care and careful observation, 75 percent are alive today, the majority leading active physical lives ten years after the onset of the disease."

Irvington House, the only sanatorium in the country for children afflicted with rheumatic heart disease, now is conducting in the institution a "closed colony" study of the obscure and little understood causes. For the five-month period of the study a group of young patients is being isolated from all other children, while a similarly afflicted group of children who must remain in tenement homes also is being studied. Comparison of observations is expected to yield valuable information in understanding the factors which influence the course of the disease.

New Rulings—New York has a new law that requires a syphilis test of all women in pregnancy. . . . A law will go into effect in the state July 1, 1940 requiring all persons nursing for hire to obtain a state license, either as a professional nurse (R.N.) or as a practical nurse. [See *Survey Midmonthly*, February 1938, page 48.] . . . A legislative commission on public health and medical care was provided with an appropriation of $15,000 to study health needs of the state and draft a long range state health program. The commission is directed to give attention among other things to proposals for increase of preventive efforts through public health services, the question of adequate medical care through public funds for persons of low income, and the use of public funds for the support of medical education and research.

High Score—Boston, Mass. came off in first place among the cities of over half a million population in the 1937 awards of the annual City Health Contest conducted by the U.S. Chamber of Commerce in cooperation with the American Public Health Association. The awards are given not for the "healthiest city" but for the most effective efforts put forward during the year by all agencies and groups in the community to meet the total local health problem. Some of the activities considered by the judges are safety of water supply, milk supply, medical and nursing service, preventive measures taken in the community, school health, and control of tuberculosis and venereal disease. Other cities which received first awards in their classes include: Louisville, Ky., Providence, R. I., Hartford, Conn., Sacramento, Calif., Greenwich, Conn., Englewood, N. J. Additional awards were given in each class, and special awards to Baltimore, Md., Brookline, Mass., Detroit, Mich., Hackensack, N. J., Newark, N. J., New Haven, Conn., Pasadena, Calif., Schenectady, N. Y., and Syracuse, N. Y., all winners twice or more before and therefore barred from the regular contest but recognized for maintaining their previous high standards.

The CCC

THE fifth annual report of the Civilian Conservation Corps runs into big figures which go to show, says Robert Fechner, director, that the program has been "a good investment of public funds." The program has furnished employment to an aggregate of 2,242,000 people including more than two million enrollees, young men for the most part in their 'teens. Of their cash allowances while at camp $435 million has been returned to needy dependents at home. The whole project has cost so far $1,920,000,000. Mr. Fechner offers an impressive tabulation of the accomplishment of CCC boys in projects of reforestation, erosion control, forest fire protection, recreational facilities, and so on. Sixty-five thousand illiterates were taught to read and write, he says, and 400,000 men left camps for private jobs before their period of enrollment was completed.

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Boy's Eye View—Not by columns of figures but by the personal reactions of boys who have been through the mill is the CCC camp appraised in a study, The CCC Through the Eyes of 272 Boys, by Helen M. Walker, associate professor of family case work in the School of Applied Social Sciences, Western Reserve University. (94 pp. Price $1 from Western Reserve University Press, Cleveland, Ohio.) The study is based on interviews with a sample of the 6500 or so boys from Cuyahoga County discharged from camps prior to June 1936. The detailed case stories make interesting reading. Professor Walker and her associates conclude that the values from the camp experience fall into two general classifications: improved physical conditions and financial gains; greater maturity and self-confidence. They believe that the long time value of the experience would be enhanced by more careful selection of enrollees and of staff, better equipped educational advisers and more adequate interpretation of the camps' objectives and practices to the boys, their families and the general public.

The Public Approves—According to a recent poll by the American Institute of Public Opinion of a carefully selected cross-section of voters a great majority of "we, the people,"—78 percent of those canvassed—believe that the CCC camps should be made a permanent institution. Democrats were a shade more enthusiastic for the camps than Republicans, the former standing 85 percent in favor of the camps, the latter 62 percent. About three fourths of the voters canvassed held that military training should be included in the camp duties.

Professional

THE responsibility of schools of social work in preparing workers to meet the new demands of public welfare and social security programs, state and federal, will be the core of a three-year research project made possible through a grant to the American Association of Schools of Social Work from the social science division of the Rockefeller Foundation. The study will examine the types and number of professional workers required by the public social services and will review standards of social work education and methods of accrediting new schools and assisting the association's member schools.

Marian Hathway as executive secretary of the association will be in charge of the study as a whole. A large advisory committee includes representatives of the federal and state public services, the schools of social work, colleges and universities, federal educational agencies, the American Association of Social Workers and other agencies in or related to social work. A smaller planning committee with Robert Lansdale of the New York School of Social Work as chairman is now at work and the study will get under way at once.

Hard Times—Faced, in common with other federations and chests, with a falling off in contributions due to the depression the New York Federation for the Support of Jewish Philanthropic Societies has moved to reduce the budgets of its ninety-one affiliated agencies from the $4,491,658 voted for 1937 to $4,280,000 for 1938. Several weeks ago it was thought that the cut might have to be something like 12 percent, but the final decision of the board of directors brought that down to 4.7 percent.

Commenting on the cut Mrs. Sidney C. Borg, acting president of Federation, said: "The board was mindful of the great need that exists and that must be met, and also of the danger of adding to the already overburdened deficits of the institutions. . . . But the board had the courage and the faith in the contributing public to vote the largest allowance it has granted to the affiliated agencies in any year since 1931, except for last year."

While the decision was pending, the board heard a committee of the Social Service Employes' Union Local No. 19, United Office and Professional Workers of America, CIO, protesting the budget reduction. On the night of board action, the union held a mass meeting attended by several hundred members and sympathizers. Speakers included Michael Forge of the CIO Transport Workers Union, Edwin Berry Burgum, president of the College Teachers Union; Lucille McGorky, organizer for the State, County and Municipal Employes Union, CIO affiliate, and Allan S. Haywood, regional director of the CIO. Following the board action William Piehl, national organizer of the union, declared that "Even this reduction will work serious hardship on the services and standards of the agencies."

Training on the Job—Forty states and Alaska have included some provision for training workers in their 1938 plans for child welfare service according to a recent issue of *The Child*, monthly news publication of the U.S. Children's Bureau. Twenty-five jurisdictions (including Alaska) have included plans for educational leave for employed staff members to attend a recognized school of social work; eighteen have provided more than one type of training for staff members; nineteen have added to their staffs a special consultant or supervisor of training for their child welfare workers; nine have established training units, some of them in cooperation with local approved schools of social work. In seven states where it had been necessary to employ a number of inexperienced staff members, institutes were planned, as well as other forms of training. "A definite trend appears toward a predominance of plans for educational leave to attend recognized schools of social work and of plans for supplementing the service given by the regular field supervisor through the addition of a training supervisor to the staff."

In New York state laws have been passed, though no funds have yet been appropriated, to make possible in-service training fellowships for public welfare workers, with continuance of salary during the training period. The plan, designed especially for localities where few trained workers are available, would permit three to six months in schools accredited in particular fields. Due to lack of an appropriation, however, the only division of the State Welfare Department now able to take advantage of the new legislation is that of child welfare in connection with the social security services. In this division a fund of $4500 is available for fellowship purposes, earmarked from a larger sum allotted to the state by the child welfare division of the U.S. Children's Bureau, to help localities provide more complete and effective services for neglected, dependent, handicapped and delinquent children. Under this plan the trainees are selected following a request from the local welfare authorities for such training. With the approval of the State Welfare Department and the Children's Bureau, workers are sent to a school of social work for such training as the needs of the particular situation suggest. During the absence of local staff, trained state workers are supplied as substitutes.

Summer Study—A list of summer courses and institutes of interest to nurses of all varieties is given, conveniently classified, in the *American Journal of Nursing*, April 1938, pages 491-6. Listing of courses of special interest to public health nurses appears in the magazine, *Public Health Nursing*, April 1938, pages 250-3.

The third Seminar on Social Work, a European study tour directed by Marion Hathway, of the division of social work of the University of Pittsburgh, has been announced by Edutravel, 55 Fifth Avenue, New York. The party will sail from New York, July 6.

The department of social work of the Carnegie Institute of Technology will offer three courses in the advanced graduate curriculum in a summer session, June 20-July 30. Information from the department, Pittsburgh, Pa. . . . The Detroit Children's Aid Society will give its fifth annual summer institute for student workers, June 20-August 12. Leon W. Frost is in charge. . . . The National Society for the Prevention of Blindness has announced that college credit courses for the training of teachers and supervisors of sight-saving courses, will be given at the 1938 summer sessions of the

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following institutions: Tulane University, New Orleans, La.; University of Cincinnati, Ohio; University of Washington, Seattle, Wash.; University of Hawaii, Honolulu; Wayne University, Detroit, Mich.; State Teachers College, Buffalo, N. Y.; Teachers College, Columbia University, N. Y. Most of the courses begin around mid-June except the last two, which start in early July. Information from the registrars of the colleges.

Northwestern University, on the McKinlock Campus, is offering for the second year a summer session course in the interpretation of social work. Apply to William F. Byron, at the university. . . . George Williams College, Chicago, will hold a graduate summer school for professional workers in leisure time agencies. A wide range of courses has been arranged.

Package Libraries—A package library service for county welfare departments is planned by the Indiana Board of Public Welfare, to be coordinated with the state's in-service training for workers. Books will be sent by mail on loan for a period probably around six weeks. It is anticipated that the service will make available books that are now difficult to obtain and will be the beginning of a much larger service.

Write a Peace Play—A one-act play contest, sponsored by the Religious Drama Council of the Greater New York Federation of Churches, will close July 1. The contest is open to any man or woman anywhere in the world and prizes begin with $200. All manuscripts must be original one-act plays, dealing with peace, not exceeding one hour's playing time and suitable for production by church groups of children, young people or adults. Details from the Religious Drama Council, 71 West 23 Street, New York.

Coming Events—The sixteenth International Red Cross Conference will be held in London June 20-24. . . . The American Home Economics Association will meet June 28-July 1 in Pittsburgh, Pa. . . . The Second Midwest Conference and Institute on Adult Education will be held August 7-14 at College Camp, Lake Geneva, Wis. under auspices of the Adult Education Council of Chicago and Midwest committee in cooperation with the American Association for Adult Education. Eduard C. Lindeman will be conference leader. Information from Ralph McCallister, secretary of the council, 224 South Michigan Avenue, Chicago. . . . The Summer Institute for Social Progress will meet July 9-23 on the Wellesley College campus, Wellesley, Mass. The institute will center on the question, "What part can the citizen of the United States play in the world situation?" Information from Grace Osgood, 14 West Elm Avenue, Wollaston, Mass. . . . The twenty-third National Recreation Congress will be held October 3-7 in Pittsburgh, Pa. . . . The American Public Health Association will meet October 25-28 in Kansas City, Mo. . . . The national conference of the youth section, American Country Life Association, will be held November 2-5 on the topic, Improving Our Rural Civilization.

People and Things

FROM private social work to public has become a familiar transition, but to turn from public—"big" public—to the problems of the private agency is news. That is the course which has been taken by Frederick I. Daniels who headed New York State's TERA until it was merged with the State Department of Welfare, when he became first deputy commissioner. Now Mr. Daniels will guide the activities of the Brooklyn N.Y. Bureau of Charities. As general secretary succeeding Douglas P. Falconer, now heading the working staff of the Greater New York Fund, Mr. Daniels will direct one of the oldest private social work agencies in the country and the largest agency in Brooklyn for federated community service. In the middle twenties Mr. Daniels was director of the Juvenile Aid Bureau of the Children's Aid Society of Newark, N. J. and later executive of the Syracuse, N. Y. Children's Bureau.

Into the position of first deputy commissioner of the state department, which Mr. Daniels has vacated, stepped Mary L. Gibbons, who succeeds to her new post from that of deputy commissioner for the New York City office of the department. Miss Gibbons headed New York City's Emergency Relief Bureau during some of its most difficult years and followed that with a brief return to the Catholic Charities, the agency from which the depression first drafted her for relief work.

For Distinguished Service—Judge Julian W. Mack, chairman of the board of directors of Survey Associates, this year was given the annual award of Zeta Beta Tau fraternity recognizing the American who has done most for Jewry. The selection was made by a poll of editors representing the Anglo-Jewish press in the United States. . . . Another member of the board of Survey Associates to be acclaimed recently is Felix Frankfurter of the Harvard Law School, who was given a scroll of honor by the National Institute of Immigrant Welfare as one of several "distinguished citizens of foreign birth who have made significant contributions to American life."

Walter S. Gifford, one of whose many claims to distinction is the presidency of the New York Charity Organization Society, Dorothy Thompson, journalist, and John W. Davis, former president of the American Bar Association, received this year's gold medals for distinguished service to humanity from the National Institute of Social Sciences. In the presentation to Mr. Gifford, the COS was described as "a model of careful organization." . . . Daniel C. Beard, a founder of the Boy Scouts of America, was given the annual award of the grand master's medal of the Grand Lodge of Free and Accepted Masons of New York, honoring his achievement as "a molder of the America of tomorrow." . . . The Hebrew Sheltering Guardian Society of New York dedicated its biennial meeting on May 22 to celebration of the eighty-ninth birthday of Adolph Lewisohn, for many years a benefactor of education, art and various philanthropies.

Earned Leisure—Helen L. Myrick of Chicago, general director of the Illinois Society for Mental Hygiene, resigned this spring and is heading for California for rest and recreation. 'Way back in 1923 Miss Myrick was busy organizing psychiatric social work for the society and since has been executive secretary and general director.

Comings and Goings—Louis Resnick, director since its inception of the informational service of the Social Security Board, Washington, resigned as of June 1. He will set up shop in New York as a public relations and public education counsel at 15 East 26 Street. Commenting on his resignation, a Washington newspaper columnist pointed out that with the informational service budget cut from $450,000 in 1937 to a scheduled $129,000 for next year, whoever succeeds to the job will face the problem of a drastically cut budget to do the biggest public educational job in the federal government.

John F. Hall, who has been with the Washington State Department of Social Security, recently became director of the Washington Children's Home Society. Calvin J. Nichols succeeds Mr. Hall in the state department. . . . Roberta Prescott, R. N., formerly with Mount Sinai Hospital, New York, is a new field assistant with the New York Tuberculosis and Health Association. . . . Dr. Stephen Manheimer of Coral Gables, Fla., formerly assistant director of Mount Sinai Hospital, New York, has been appointed director of the hospital of the same name in Chicago. . . . Percy L. Dunn from Hornell, N. Y. has succeeded James H. Beard as scout executive of the Manhattan Council of the Boy Scout Foundation of Greater New York. Mr.

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Beard resigned after filling the post for eighteen years.

Charles E. Hendry, faculty member of George Williams College, Chicago and author of the Cleveland, Ohio study, Between Stacks and Spires, recently accepted appointment to the staff of Boys' Clubs of America as director of program and personnel training. . . . Morris Ploscowe, recently a research associate with Boys' Clubs of America, has been appointed deputy commissioner of the Department of Investigation, New York. . . . Dewey R. Jones, for several years associate adviser on Negro affairs in the U. S. Department of the Interior, has been appointed assistant to Charlotte Carr, director of Hull-House, Chicago. Mr. Jones and his wife, Faith Jones [See *Survey Midmonthly,* May 1938, page 160] who is an assistant director with the Chicago Relief Administration, are the first Negro residents at Hull-House. . . . Edwina Hazzard has resigned from the staff of the registration bureau of the New York Charity Organization Society to become director of the information and referral bureau of the Federation of Churches of Greater New York. . . . Josephine Walker, from Alabama, is a regional secretary with the newly organized public welfare department of the New York State Charities Aid Association.

Walter J. Campbell has resigned from his post as chief of the educational division of the Social Security Board at Washington to become educational adviser of the extension division of the Town Hall, Inc., New York. He will have charge of working with local or national groups which use or desire to use Town Hall's well-known radio program, The Town Meeting of the Air, as part of their local educational programs.

Grace Marcus, nationally known for her progressive thinking and writing in social case work, has resigned from the Charity Organization Society of New York, where she has been case consultant. She will spend her time pursuing "certain studies in case work in which she has long been interested." . . . Edward R. Cass, secretary of the American Prison Association and a member of the New York State Commission of Correction, represented the United States at meetings, last month, of the International Penal and Penitentiary Commission in Florence, Italy, where plans were made for the international penal congress to be held in Rome in 1940.

About Nurses—During the recent biennial convention of the American Nurses Association the Walter Burns Saunders Memorial award, given annually "to those who have devoted their professional lives to sympathetic and intelligent bedside nursing," was presented to Helen McDonough of Pittsburgh, Pa., chairman of the private duty section of the ANA. The award was made to Miss McDonough as representative of all bedside nurses and replicas of the medal given will be sent to presidents of every state nurses' association.

The fiftieth anniversary issue of *The Trained Nurse and Hospital Review* appeared recently, a lively, gold-jacketed testimonial to the growth of the nursing profession and the possibilities of longevity for professional magazines.

Announcement comes from the Central Committee of the American Red Cross of the establishment of two scholarships amounting to $1250 each to be awarded annually over a period of five years to an American nurse and a nurse from a foreign country. The scholarships, which provide for attendance at the courses of the Florence Nightingale International Foundation in London, are memorials to the late Clara D. Noyes who was national director of the Red Cross nursing service until her death in 1936.

Officers elected by the three national professional nursing organizations at the recent biennial session in Kansas City include: American Nurses' Association—president, Julia C. Stimson of New York, vice-presidents, Katherine J. Densford, Minnesota and Pearl McIver, District of Columbia; National League of Nursing Education—president, Nellie X. Hawkinson of Illinois; National Organization for Public Health Nursing—president, Grace Ross of Michigan, vice-presidents, Marion G. Howell, Ohio and Mrs. Roessle McKinney, New York.

New Plant—The widely known headquarters at 850 East 58 Street, Chicago, for organizations relating to government and welfare, has been vacated for a fine new building bearing the euphonious address, 1313 East 60 Street. Among organizations located here are the American Municipal Association, American Public Welfare Association, American Public Works Association, American Society of Planning Officials, Civil Service Assembly of the United States and Canada, Council of State Governments, International City Managers' Association, National Association of Housing Officials, Public Administration Clearing House, Public Administration Service.

Rubinow Memorial — Commemorating the life and interests of the late Isaac M. Rubinow, a project to provide a library for the School for Social Work in Jerusalem has been undertaken with the sponsorship of the League for Labor, Palestine. The library project, to be known as the Isaac M. Rubinow Memorial Collection, was initiated in consultation with Henrietta Szold, head of the recently established Department of Social Work of Palestine. Chairman of the executive committee for the memorial is Solomon Lowenstein of the Jewish Federation of New York; executive committee members include Paul Kellogg, Dr. Michael M. Davis, Dr. John Slawson and Abraham Epstein, all of New York.

Deaths

THE Rev. John Christian Pringle, noted British social worker and churchman, director and consulting secretary of the London Charity Organization Society, with which he had long been associated; member of the Public Assistance Committee of the London County Council; author of authoritative material on economics and the relief of unemployment. Most of his life was devoted to helping the poor parishes in London's East End and to studying the functions of voluntary charity. One of his fellow-workers writes: "In the world of social work I see no one to take his place. He brought such a vigorous and completely individual mind to every question—free from all prepossessions as to the 'correct' or orthodox way of looking at it, and if his own strong view did not always meet with one's complete agreement, it was always stimulating, and sent one searching into the foundations of one's own position. And his industry in study and in keeping abreast of all that was being thought was really staggering."

CHARLES LORING BRACE, at the age of eighty-three at his home in California. Mr. Brace resigned in 1927 after thirty-seven years as director of the Children's Aid Society of New York City, a post in which he succeeded his father, the founder of the organization. Father and son served the society for seventy-five years.

JAMES H. FOSTER, for thirty years in the service of the state of New York. Beginning as an institution inspector for the State Board of Charities, he was made assistant commissioner in 1913, and at the time of his death was director of the child aid bureau of the State Department of Social Welfare.

A. G. KNEBEL, general secretary of the Young Men's Christian Association of Cleveland, and formerly regional secretary for the eastern region, national council of the YMCA.

LAWRENCE MARX, president of New York's Federation for the Support of Jewish Philanthropic Societies and an associate chairman of the Greater New York Fund.

ANNE LYON HANSEN, R.N., for years director of the Buffalo, N. Y. Visiting Nurse Association and connected with many activities of the nursing profession in New York.

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Readers Write

For Spain

TO THE EDITOR: The Social Workers Committee to Aid Spanish Democracy is planning a meeting at the National Conference of Social Work in Seattle on the subject, Spain: Democracy and World Peace. The meeting will be held on Wednesday, June 29 from 3:30 to 5 in the Aerie Room of the Hotel Senator. The chairman will be Linton B. Swift, director of the Family Welfare Association of America. Professor Ralph H. Gundlach, psychology department of the University of Washington will be the leading speaker. John A. Kingsbury and Paul Kellogg, editor of *Survey Midmonthly* and *Survey Graphic* will also speak.

JEN B. CHAKIN
Social Workers Committee to Aid Spanish Democracy

Should Miss Bailey Say—?

TO THE EDITOR: Miss Bailey says, in "speaking of interpretation" [*Survey Midmonthly*, February 1938, page 46] ". . . doesn't it follow that the concept of social work in any given community is the lengthened shadow of some social worker?" On the opposite page, speaking of Ohio, is a description of inhuman welfare legislation passed by the state's lawmakers, "representatives of the people of a great state where humane and progressive principles of social welfare services long have been pioneered and practiced."

It is not quite clear to me how we can relate these two ideas. Certainly, the city of Cleveland alone has had long and distinguished service by competent professional and lay personnel in the field of social welfare. If we add to Cleveland the similar high quality in concept and practice of social work in many other cities and communities of the state, and if such quality of work represents individual social workers, why would not the sum total be better reflected in the state legislature's recent action than, apparently, it is?

Isn't it possible that Miss Bailey's statement may have been true in the average small or middle-sized American community prior to the depression of 1930, but that social work finds itself engulfed in a series of forces that no longer make possible such a situation. I am thinking of a particular city of a hundred thousand, where in 1920 to 1930 concepts and standards of social work were fixed at a high level largely because of the pioneering work done by a particular social worker in the years just preceding 1920. Now that community finds itself unable to retain, let alone carry on at the former standard, its present welfare and relief services. The city is in the midst of a terrific controversy as to whether its many thousand industrial workers shall have the right to organize.

It seems to me that such a conflict overshadows, disrupts and makes practically impossible the former concepts and truths. May it not be that the forces, stresses and strains, and the new developments in a social and economic life require a restating of Miss Bailey's principle?

CHARLES H. ALSPACH
Boston, Mass.

"It Seems to Me"

TO THE EDITOR: It happens that I was an early advocate of political action by social workers. I have also consistently urged that agencies in the field of social case work avoid the epithet of "palliative" by constantly interpreting the causes and conditions with which they are dealing, to a wider public in terms of preventive legislation.

However, in view of recent events, it seems to me increasingly evident that the organization of the profession as such, for professional matters such as standards, tenures, training, personnel procedures and ethics, should not be the organization through which members of the profession take political action. An organization which endorses candidates or parties and even more, an organization which backs one of its members for a party office nomination, will be considered by the public thereafter as a self-interested pressure group, and its subsequent appeals in the name of professional standards will be correspondingly discounted. If a group of social workers wishes to organize for political action, that is of course quite within their rights; and if an officer of a professional organization wishes to run for office, his professional ethics and those of the organization may be kept clear-cut by his temporary resignation from the official position in the organization. Otherwise it will seem, inevitably, that his official position has been used for political purposes. Even such a situation does not altogether avoid what the scripture calls "the appearance of evil."

Though weak numerically, the influence of social workers used to be considerable because of their supposed disinterestedness. The effort to exert influence through direct voting power weakens such public influence as was once wielded by the profession. The pressure groups are not only backing the profession out onto a limb, but they are in danger of creating a cleavage between the profession and the general public, which is the equivalent of sawing off the limb. The very group which is endeavoring to exert political pressure upon the public is alienating public support by some of its tactics. Many years of interpretation will be required to heal the scars.

THOMAS D. ELIOT
Northwestern University, Evanston, Ill.

Flood Echoes

TO THE EDITOR: Cooperation in social endeavor has been so long the goal of Survey Associates that I know you will be interested to learn that it reached its flowering during the disastrous floods which swept over five southern California counties the first week in March.

Disasters are not new in Red Cross experience. But complete coordination of relief forces and cordial inter-agency relationship is a goal seldom attained. From the moment it was realized that a major flood was developing, all public and private agencies sprang into action, performing perfectly their special segment of the emergency task.

Under the direction of our Red Cross Chapters, hundreds of Legionnaires and Legion Auxiliary women, the Salvation Army, the Family Welfare, the Volunteers of America, the Catholic Welfare Bureaus (to mention but a few) opened their halls, fed the refugees, did everything in their power to bring comfort and relief to stricken populations. Blankets were furnished by army posts and CCC camps; in Long Beach the National Guard turned cooks, as refugees were cared for in the armory with food furnished by the Red Cross. With bridges down and railroad tracks destroyed, the Coast Guard carried the mail to coast cities. All agencies of the federal government summoned their man power. Sheriff's men hacked their way on foot, perilously clinging to the cliffs, or breaking through mountain slides with tractors, to find the slender trails leading to marooned cabins, while airplanes circled overhead dropping food to stranded groups and signalling that help was on its way. It was a magnificent demonstration of community cooperation.

A. L. SCHAFER
Manager, American Red Cross, Pacific Branch Office, San Francisco

NOTE: As further echo of the flood the editors quote from a letter of Rex Thompson, superintendent of charities of Los Angeles County: "One of the outstanding accomplishments was the performance of the ambulance drivers of the Los Angeles General Hospital. The day the storm was at its height, ten ambulances of the hospital traveled a total of 1322 miles, carrying a total of 120 patients. Doctors on the hospital staff reported eleven babies born at private residences on that same day, whereas the normal average per day is three. Excitement and fear are believed to be the causes of the increase, doctors stated."

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Book Reviews

Contribution to History

THE MENTALLY ILL IN AMERICA, by Albert Deutsch. Doubleday, Doran. 530 pp. Price $3 postpaid of *Survey Midmonthly*.

THE magnitude of mental illness as a cause of family disintegration is but slightly understood by welfare agencies and social workers. In some states, agencies for diagnosis and care of the mentally disturbed now function so smoothly that "out of sight is out of mind." Occasionally we are brought up short by learning that the number of beds in mental hospitals is approximately equal to that in all other hospitals put together; that in the state of New York alone the number of patients in the state hospitals (where all mental patients are cared for) is just under 70,000; that the maintenance and care of these patients cost $23 million in 1936, to say nothing of the cost of additions and improvements averaging $10 million a year for the last decade. Every social worker and every social agency should therefore be informed of the general outlines of the broad subject of mental disturbance as an adverse factor in social well-being. Not only should they know the subject as it is today, but they should know its growth and development through the years to its present status.

That undertaking happily has been made entirely simple by Mr. Deutsch in his book, The Mentally Ill in America, A History of Their Care and Treatment from Colonial Times. Unlike many recent books, this is exactly what its title describes. An enormous amount of painstaking research has gone into its preparation and the material is presented interestingly, objectively, and with a fine sense of relative importance. To anyone who has any interest in the subject, and this includes everyone interested in social welfare, virtually all of it will be easy to read. In fact, it is hard to lay the book aside.

It is interesting to learn that New York's legislation of 1890, which established a complete system of state care for the insane, has been followed by similar provision in twenty-three other states. A few states cling to the county care system, and a larger number as yet have no definite plan of public provision for the mentally ill.

The broad subject of social welfare now includes such vast areas of interest and organized activity that we should be extremely grateful for a dependable history, by a qualified person, covering the development and present aspects of any sector of that broad subject. Mr. Deutsch has placed us all under obligation by doing the history of the mentally ill in America so well that it need not be undertaken again until called for by new developments subsequent to 1937. The writing and publication of the volume was arranged for through the American Foundation for Mental Hygiene.

New York HOMER FOLKS

Rich Man, Poor Man—

LIFE EARNINGS IN SELECTED OCCUPATIONS IN THE UNITED STATES, by Harold F. Clark. Harper. 408 pp. Price $5 postpaid of *Survey Midmonthly*.

TO aid the million or two young people who each year ask certain prosaic questions of vocational counselors, this book makes a brave attempt to evaluate, solely in terms of life incomes, the chief professions and a few commercial occupations. The authors are authorities on education and guidance. Professor Clark is head of educational economics at Teachers' College, Columbia University, and his four associates, Mervyn Crobaugh, Wilbur I. Gooch, Byrne J. Horton and Rosemary N. Kutak, also are educators.

The authors were irked into undertaking this project by their impatience with the superficial and erroneous assertions made about earnings in various occupations, and by the conviction that however inadequate the final result of their research, it would be more reliable than current information and would break ground for further factual studies. With regard to expected comments on their material, they cheerfully offer to supply ten defects to each one that critics may suggest—a ratio which any author possessing the requisite candor would admit to be normal.

In rating incomes of the professions, the annual average was found to be: medicine, $4850; law, $4730; dentistry, $4170; engineering, $4410; architecture, $3820; college teaching, $3050; social work, $1650; journalism, $2120; ministry, $1980; library work, $2020; public school teaching, $1350.

This table runs counter to beliefs current in many quarters, and it is not certain that the information given is wholly correct because there is a seeming failure to take full account of expenses entailed by, let us say, physicians and lawyers in maintaining their offices and employing assistance, in sharp contrast for example to the circumstances of college professors. Hence, while the book compiles and interprets a wide variety of data and should be a good compendium of existing information, its chief value for the moment lies in its challenge to current assumptions.

It is interesting in this connection to point out the author's findings that: "One of the most striking things revealed by the investigation was the consistency with which each occupation maintained it was underpaid. No one who reads the statements of men high in each profession complaining of the low income in that profession can help being amused and puzzled. Doctors complain of the high incomes of engineers, architects and even bricklayers; dentists complain of the incomes of lawyers and plumbers; and so on through the entire list, each profession protesting that it is underpaid compared with the others."

There is realism in the courageously expressed opinion that: "Owing to some fortunate chance, people who are in the professions have managed to get into positions of advantage." Those who disagree and others interested in this field would do well to get this informative volume. HERMAN FELDMAN

Amos Tuck School of Administration and Finance, Dartmouth College

Premature Likeness

A HISTORY OF THE BUSINESS MAN, by Miriam Beard. Macmillan. 779 pp. Price $5 postpaid of *Survey Midmonthly*.

THIS volume deals with the political, social and especially the cultural history of the business man as a class, from ancient times to the present. It is a survey of a popular rather than a scholarly character, setting forth much information familiar only to scholars and uncovering significant topics which historians often have overlooked. The volume has a wide sweep of content and an easy style; moreover it contains a great deal of generalization and interpretation. It is both interesting and entertaining, though its 779 large pages sometimes grow monotonous from sheer length and detail.

The book varies greatly in quality, in content and emphasis. It suffers from a difficulty common to surveys; that is, the unevenness and inaccuracy of the materials available. Sometimes, however, the author has overlooked excellent monographic studies, as for example in her treatment of Venice and of America in the last half of the nineteenth century. The undiscriminating selection of the dramatic and colorful in those cases suggests a striving to be journalistic. Moreover Miss Beard takes great liberties with her material in an occasional shuttling of centuries and in drawing generalizations which her presentation does not support.

This volume fortunately follows no simple philosophy and has no thesis to prove. It would, however, have been strengthened if the author had had a greater familiarity with the history of business. That knowledge among other things should have made for greater precision in the use of such terms as capitalism, realtor and speculator, and should have helped to avoid the distortion of

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the picture which came from drawing the business man after the pattern of political history.

For her failure to deal adequately with business the author is not wholly responsible since that subject has been little cultivated by historians. She has undertaken a task which, at best, could not be done satisfactorily at this time. It is always a question whether a premature work is good or bad in its results. Miss Beard's book may stimulate interest in the subject and thus perform a valuable historical service. In the opinion of the reviewer it can have no other lasting significance. HENRIETTA M. LARSON
Harvard University

Britain Surveys Her Health

REPORT ON THE BRITISH HEALTH SERVICES. P E P (POLITICAL AND ECONOMIC PLANNING), 15 Queen Anne's Gate, London. 430 pp. Price 10s. 6d. To be ordered direct of the P E P.

THE anonymous authors of this report, who spent three years mapping out the field and gathering material for it, have virtually done the work of a Royal Commission. The British health services are such a complex admixture of governmental, philanthropic, voluntary and private agencies, more or less discrete yet more or less cooperating, some national in scope but others quite local, that it is something of an achievement simply to become oriented among them, and a much greater one to describe them accurately and to assess their relative importance. All of this the P E P report does, and does well.

Taking a middle-of-the-road definition of what constitutes health services, the authors review not only those services which have to do with the diagnosis and treatment of sickness, but also various agencies which have a relatively immediate bearing upon the prevention of sickness and the promotion of health. For example, "environmental services" are described, including regulation and inspection of the food and water supply, control of infectious diseases, slum clearance and so on. The maternity and child welfare services and the school medical service are fully described, as are the medical and ancillary professions, as well as the hospitals and special services such as those for venereal diseases, mental illnesses, care of cripples, and the welfare of the deaf and dumb and the blind.

Research, nutrition, physical education, and various experimental services both voluntary and governmental are dealt with as special topics of the report. The section on National Health Insurance is especially complete because of the importance of this agency in the report's conclusions and recommendations. The attempt is made also to estimate the actual effect of these many services on the nation's health and to determine whether the public is getting an adequate return from its annual expenditure of 200 million on the prevention and care of sickness.

The significant findings and recommendations of the P E P report are not difficult to summarize. "The health services suffer greatly from confusion and overlapping, and in order to minimize this we propose their reorientation around the general practitioner, who should be enabled to bring the resources of the health services on the one hand into contact with the needs and peculiarities of the individual patient on the other. . . ." It is proposed to make better use and improved arrangement of existing services and to extend the medical service under National Health Insurance to the families of the eighteen million workers already provided for under that scheme, and also to link up that service—at present limited to the resources of the general practitioner—with the clinics, hospitals, and specialists in each region of the country. Gaps in the present services are to be filled, especially those involving preschool children and the dependents of insured persons. A much greater degree of coordination is sought among the many public and voluntary agencies which control these services. The evidence is quite convincing that all this can be financed by savings effected through coordination and by a modest increase in the contributions now paid by wage earners for purposes of health insurance, with a comparable Exchequer grant.

In reviewing the report, *The Spectator* (London) urges "expansion and improvement of the kind of service which only the general practitioner can render," particularly as diagnostician, and adds: "Fortunately, we have for that great purpose the popular system of National Health Insurance ready to hand. The step which would conform most nearly to the temper and needs of our time would be the extension of the existing panel service to the wife and young children of the wage earner by virtue of his contributory rights."

The British Medical Association has long been urging just such a step, and such is the expressed wish of representatives of the insured wage earners and their dependents who together comprise nearly 80 percent of the total population of Great Britain. Second only to this is the other demand that the facilities of laboratories, up-to-date diagnostic apparatus, and consultants be brought into the range of medical service under National Health Insurance and also, if possible, provision for hospitalization under arrangements permitting continuous supervision by the family practitioner.

The P E P report will certainly bring into sharp focus the many problems of the existing health services and will doubtless serve as an incentive to more speedy action by Parliament on legislation that has really been hanging fire for a number of years, some of it since the report of the Royal Commission on National Health Insurance in 1926. American readers will find the P E P report the most valuable existing source of descriptive and statistical information about the various British health services, in which Americans are becoming increasingly interested.

DOUGLASS W. ORR, M.D.
Menninger Clinic, Topeka, Kan.

Counting the Causes

DYNAMIC CAUSES OF JUVENILE CRIME, by Nathaniel D. M. Hirsch. Sci-Art Publishers. 250 pp. Price $3.25; sold only to institutions and professional people.

AS director of the Wayne County Clinic for Child Study attached to the juvenile court of Detroit, Mich., the author has studied approximately a thousand delinquent children and has made a detailed, statistical classification of the causes of juvenile delinquency as a background to his effort to deal with the problem in scientific and practical fashion. In this, as in earlier studies which treat of the causes and results of behavior patterns, it is evident that the complexity of the problem and the many interacting factors make real statistical measurement almost impossible. "We merely compute and correlate some of their effects or precipitates."

Although Mr. Hirsch supplements the usual classification of hereditary and environmental causes with the additional categories of accidental causation and genius, he does not entirely make his case that these are separate categories rather than inherent in the other two. The findings of the statistical study of delinquency factors in all the cases show: heredity's contribution, 59.8 percent; environment's contribution, 38.9 percent; accidental contribution, 1.3 percent. Another analysis reveals that at least 65 percent of all the children suffered from major emotional, personality or mental deviations. This percentage of deviation probably is almost five times as great as that found in the population at large. The feebleminded were 15 percent. The unstable and those with emotional or personality disorders were more numerous, 41 percent. Glandular or endocrine disturbances accounted for 4 percent.

A special study of broken homes agrees with the work of Shaw and McKay in Chicago—that broken homes are not in themselves important causes of delinquency. The author points out that there are two types of broken homes. The normal home, affected by death, hospitalization or other causes, does not produce delinquents in markedly greater numbers than does the unbroken home. But in the abnormal type of home—where there is delinquency, neglect or poor constitutional make-up of the parents—these basal causes of broken homes also are important factors in a great amount of juvenile delinquency.

It was found again in this study that

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a high percentage of delinquents of borderline general intelligence are above the average in mechanical ability. It is suggested that the public schools should train mechanical talent rather than attempt to develop the intellectual powers of these children.

Nearly half the book is devoted to detailed individual case reports, valuable for the student and the practical worker as diagnostic studies. However, except in one case they appear woefully lacking in indicating the processes or results of treatment. Little correlation is indicated between the psychiatric treatment, consisting chiefly of office interviews between the child and the psychologist, and treatment by social workers.

Mr. Hirsch reiterates the conclusions of the Gluecks, in One Thousand Juvenile Delinquents, that a court clinic should be a treatment as well as a diagnostic agency and should relate its diagnoses to the carrying out of its recommendations. Nowhere has this been fully tried. When these steps have been taken and when all treatment agencies, including clinics, are correlated and manned by an adequate number of trained workers, we shall begin not only to understand juvenile delinquency, but to cure it.

CHARLES L. CHUTE
National Probation Association

Today's American Home

THE 1938 BOOK OF SMALL HOUSES, edited by the editors of *The Architectural Forum*. Simon and Schuster. 197 pp. Price $1.96 postpaid of *Survey Midmonthly*.

THIS guide for the prospective home owner contains 131 attractive photographs of single-family houses ranging in price from $1000 to $12,000. Charts, diagrams, and general specifications have been included for all the illustrations, but specific details and dimensions for the most part have been omitted. The principles of house building and the functions of the various related professions are set forth in the introductory pages. Four useful Federal Housing Administration planning pamphlets are included as a supplement.

The low cost home of 1938 would be "bequeathed with dignified simplicity," would have a living porch facing the garden, garage under the house, compact kitchen, recreation room in the basement, intelligent use of light colors, more electrical outlets, windows and closets. A screened back yard would be the center of outdoor home life. If the desires of the public, according to the Niagara Hudson Survey which is reported in the book, were included in this 1938 model house, it would be of colonial or English type with brick construction, insulated, would have a fireplace, a storage room for fruits and vegetables in the basement, a ground floor bedroom or den, separate dining and living rooms, a tub shower, and automatic hot water heater.

Is it too much to hope that the Book of Small Houses in later years will contain more illustrations of houses which actually have been constructed in accordance with the principles, standards, and preferences set forth in the text of this book? In addition to the relatively disorganized production of a few custom-built dwellings each year, America must devise techniques for building houses in large numbers for the low and middle income groups.

New York SYDNEY MASLEN

Concept of God

THE MODERN FAMILY AND THE CHURCH, by Regina Westcott Wieman. Harper. 407 pp. Price $3 postpaid of *Survey Midmonthly*.

HERE is an excellently realistic picture of the present-day crisis in the family, the church, and the country at large, with special reference to church and family. Part III, devoted to the influence of the church within the family is particularly good, since it is concerned not only with the problems of family life, such as marriage and the guidance of children, but suggests a method of counseling in family difficulties. Illustrative situations are discussed, with indications of the best modes of meeting difficulties. Besides complete bibliographies, the book includes guiding outlines for study groups, with detailed suggestions for developing every branch of such studies. Definitions are frequent, together with emphasis on significant needs, both in inner and in outer organization.

The church-at-large is admonished that it will be "destroyed if it has reached the point where its multiplicity of wills toward sustaining divisiveness is held superior to God's will toward building unity of function." Naturally the family is described as the situation most open to influences favoring the presence and the work of God.

The "interweaving of the interests of men into larger wholes which increase the abundance and meaning of all living" is said to create human personality "out of the vegetative organism of the infant," and this, the author says, is God. Other and more definite statements accompany these generalities. We are once more reminded that "God is love." The kingdom is once more said to be "within." But for the most part, God as "value-making power" becomes so general that the discussion lacks emphasis and inspiration. The reader who is accustomed to deriving meaning from utterances which need to be "particularized in regard to impersonal love" will see the force of the author's argument and supply the dynamic which is lacking.

Altogether, this sounds rather too academic. In practice social workers are confronted by the opposites of such ideals. When a situation is so highly intellec-

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tualized, it is a question of restatement all along the line, in language of actual experience in aiding individuals to find their readjustment. Possibly it is better to begin with individuals and work toward the general principles of this book. Then, with bettered families, it may be possible to show in what sense God is an interweaving value-making power.

HORATIO W. DRESSER
First Unitarian Congregational Society
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Doctor Looks at Doctoring

FIFTY YEARS A COUNTRY DOCTOR, by William N. Macartney, M.D. Dutton. 584 pp. Price $3.50 postpaid of *Survey Midmonthly*.

NOT exactly autobiography, nor an experienced man's comments on life, nor advice to young men entering a profession, nor a diatribe against the profession's high priesthood—this book is yet in a measure all of these.

In the early pages, good biography, the author describes life as medical student and intern in New York in the late eighties. There are several chapters of remarks about stuffed-shirt specialists, therapeutic pooh-bahs and dead beats, which probably express in an adequate, if not original way, the views of many competent practitioners. At least two thirds of the book is taken up with observations on disease and therapeutics, with which are interspersed wisecracks written more for the author's than the reader's amusement. Rightly, the therapeutic advice is written for physicians—the book cannot become a household medical handbook. In fact although the style of the book is entirely informal, an ignorant physician could not follow its advice, for a knowledge of disease is assumed.

By all objective standards, the book indicates, country doctors were doing as well by their patients as city doctors. This reader would like to know how Dr. Macartney kept up with the various medical discoveries, and his reaction to the changes in medical practice. The book probably will appeal chiefly to physicians.

DANIEL C. DARROW, M.D.
Yale University

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